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REPORT OF THE CITIZENS COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITIES TO THE BOARD OF EDUCATION, SAN DIEGO CITY SCHOOLS.

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SAN DIEGO BOARD OF EDUCATION, CALIF.

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THIS REPORT PRESENTS THE FINDINGS OF A COMMITTEE APPOINTED BY THE BOARD OF EDUCATION OF SAN DIEGO TO INVESTIGATE THE DEGREE OF EQUALITY OF OPPORTUNITY IN THE SCHOOL SYSTEM. OPEN HEARINGS WERE HELD TO DETERMINE THE ETHNIC COMPOSITION OF THE SCHOOLS, EFFECT OF ETHNIC IMBALANCE, AND PERSONNEL POLICIES, PERSONNEL ATTITUDES, AND ADEQUACY OF SCHOOL PLANT. THE COMMITTEE WAS TO MAKE RECOMMENDATIONS FOR IMPROVEMENTS IN EDUCATIONAL POLICIES, METHODS, AND PROGRAMS. IT FOUND THAT MOST STUDENTS IN THE SCHOOL SYSTEM ATTEND AN IMBALANCED SCHOOL AND THAT THIS DETRIMENTAL IMBALANCE IS INCREASING. THE REPORT RECOMMENDS THAT (1) THE BOARD OF EDUCATION REDUCE EXISTING ETHNIC IMBALANCE BY PUPIL TRANSFER, SCHOOL PAIRING, EDUCATIONAL PARKS, AND REDISTRICTING, (2) ALL AVAILABLE NON-DISTRICT FUNDS BE SOUGHT TO PROMOTE DESEGREGATION, (3) MINORITY GROUP PERSONNEL BE SOUGHT FROM OTHER AREAS AND BE GIVEN ADEQUATE (4) MULTICULTURAL TEXTBOOKS AND OTHER MATERIALS BE USED TO ACCURATELY PORTRAY MINORITY GROUP CONTRIBUTIONS TO AMERICAN SOCIETY, (5) COUNSELING AND HEALTH SERVICES BE IMPROVED, (6) CLASS SIZES BE REDUCED IN MINORITY GROUP SCHOOLS, (7) STRICT ENFORCEMENT OF NONDISCRIMINATION BE OBSERVED IN WORK-EXPERIENCE AND APPRENTICESHIP PROGRAMS, AND (8) "BRIDGING" CLASSES BE ESTABLISHED TO PREPARE MORE MINORITY GROUP STUDENTS FOR ADMISSION TO ADVANCED COURSES. (DK)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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BOARD OF EDUCATION OF THE CITY OF SAN DIEGO, CALIFORNIA
EDUCATE THE PEOPLE PHYSICALLY MORALLY INTELLECTUALLY

Report of the Citizens Committee on Equal Educational Opportunities

to the Board of Education, San Diego City Schools

AUGUST 1966

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INTRODUCTION

Purpose and Scope

"...IT IS THE PUBLIC POLICY OF THE STATE OF CALIFORNIA AND THIS SCHOOL DISTRICT TO EXERT ALL EFFORT TO AVOID AND ELIMINATE SEGREGATION OF CHILDREN ON ACCOUNT OF RACE OR COLOR...."

"...THE BOARD OF EDUCATION DESIRES TO SEEK AND TO IMPLEMENT IMPROVED AND EDUCATIONALLY SOUND POLICIES, METHODS, AND PROGRAMS FOR OVERCOMING ANY BARRIERS WHICH MAY BE FOUND TO STAND IN THE WAY OF EQUAL EDUCATIONAL OPPORTUNITIES TO ANY CHILD SERVED BY THE DISTRICT..."

"...THE SUPERINTENDENT ... SHALL DESIGNATE A CITIZENS COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITIES TO DETERMINE THE EFFECT OF RACIAL IMBALANCE ON THE EDUCATIONAL OPPORTUNITIES OF CHILDREN OF MINORITY GROUPS..."

"...THE BOARD OF EDUCATION CHARGES THE CITIZENS COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITIES TO DILIGENTLY AND CONSCIENTIOUSLY SEEK FACTS ON WHICH EDUCATIONALLY SOUND POLICIES CAN BE FORMULATED TO ASSURE ALL CHILDREN OF AN EQUAL OPPORTUNITY TO ACQUIRE AN EDUCATION WHICH WILL ENABLE EACH CHILD TO ACHIEVE HIS MAXIMUM POTENTIAL..."

These declarations are contained in the Resolution passed and adopted unanimously by the Board of Education on September 14, 1965. It was this Resolution which provided for the appointment of this Citizens Committee and which defined its purpose and responsibilities. We have pursued our work as a Committee within this context.

The Composition of the Citizens Committee On Equal Educational Opportunities

The Superintendent of Schools was directed to select a broadly representative Committee, including the following appointments:

1. Two from each of the 11 high school districts throughout the District.
2. One representative each from the Chamber of Commerce, organized labor, San Diego County Bar Association, the judiciary of either the San Diego Municipal or Superior Court, a well-qualified teacher from this school district or any other institute of higher learning located within the school district and such other groups as the Superintendent may deem proper.

The San Diegans comprising the Committee are from all sections of the city and from many walks in life. One is a teacher; another, a dentist; a third, a physician. The membership included managers of commerce and executives in industry. One comes from the Building Services Employees Union; one, from the Urban League; and one each from the Economic Opportunity Commission of San Diego, Inc., and the Child Welfare Services of the Department of Public Welfare. Others are bankers, realtors, lawyers and clergymen. Two are judges from the courts. The Committee member-list reflects the Caucasian, Negro and Mexican-descent elements in the city's population.

It is to be expected that the members of a committee so elected would bring to their mutual labor the benefit of their individual experiences in those areas whence they were drawn. The Committee recognized that its subject matter is charged with high feelings and emotions and that judgments should be based upon objective evidence rather than upon uninformed predilections. The Committee stated in its Preliminary Report to the Board of Education(1-3-66):

"...everything we are now doing and every concept we now have is subject to critical scrutiny and challenge. We intend therefore to measure our own concepts and beliefs as well as those of our fellow committee members against the results of our fact-finding probes; against the results of similar probes made elsewhere; against scientific studies made by recognized experts; against the advice of recognized experts who may appear before this Committee and against any other competent evidence and advice which we are able to secure..."

In the words of the Chairman of the Committee, addressing the Open Hearing at San Diego High School, January 18, 1966:

"...We are not a private committee. This is not a group of citizens which has a particular point of view it is trying to put across. We were created by the Board of Education itself, and appointed by the Superintendent of the City Schools because the Board and the Superintendent recognized there were problems that needed to be studied, needed to be carefully investigated, and needed to be thoroughly understood so that worthwhile and workable programs and plans might be developed in an attempt to resolve the needs of the community as a whole on the problems of equal educational opportunities..."

(at Mission Bay High School, on February 8, 1966)

"...The members of this Committee are seeking facts and informed opinions from whatever reliable source they may come. We are not here to expound any points of view we may have. There is, I am sure, just as broad a spectrum of personal

belief and feeling on this Committee as there is among you here attending the hearing tonight. We all have certain predilections in this area, as you do, but we hope, as committee members charged with a heavy public responsibility, that we can do our work, hear the evidence, conduct our research and analyze facts and opinions presented to us, unfettered by these predilections..."

Areas of Committee Fact-Finding

At the outset, it was apparent the Committee must direct its attention to at least the following facets of the problem:

1. Determination of the racial/ethnic composition of the schools in the District,
2. The effects of imbalance on equal educational opportunities,
3. The bearing of law on the problem,
4. The experience of other cities in their efforts to solve the problem,
5. The thinking and experience of the community as to the problem,
6. The effect of programs and courses of study in the San Diego City Schools, the number and quality of curriculum offerings, and the quality of curriculum material relating to minority racial/ethnic groups,
7. The policies and practices of the District in hiring, assigning, transferring and promoting personnel,
8. The attitudes of administrators, teachers, and other school personnel,
9. The adequacy of school plants and facilities in the areas of minority group racial/ethnic imbalance,

10. The policies and practices of the school system with respect to counseling and guidance, health and nursing services, and the special needs of minority group children for these auxiliary services; and, finally,

11. Upon the basis of facts found by the Committee, what recommendations and proposals for "educationally sourd" policies, methods, and programs "for overcoming any barriers which may be found to stand in the way of equal educational opportunities to any child served by the District" shall be made.

Methods of Inquiry

The Committee turned to the people of San Diego for data concerning the effects of racial and ethnic imbalance on the city's school children. Open Hearings were held at five high schools -- San Diego, Lincoln, Crawford, Mission Bay and Kearny. Any individual or group could make a presentation. Committee members attended the hearings, primarily as observers, but were not precluded from making presentations. Presentations were oral. Written reports were requested of those who made oral presentations. The oral presentations were tape-recorded, with the knowledge of those participating, for the Committee's further consideration. The Committee Chairman presided at all Open Hearings.

> In every feasible way, efforts were made to bring the public hearing to the attention of the citizenry. The news media were highly cooperative. The two major newspapers, the neighborhood newspapers and the two principal television channels helped publicize the meetings. Letters announcing the planned sessions were mailed to persons and organizations known to have an expressed interest in education and equal opportunities. Through the letters, the Committee sought to enlist the interest of some 25 individuals thought to have personal interest and independent knowledge and information about the problem under consideration. Letters of announcement were sent to 120 or more organizations. Among these organizations were associations of

educators, including teachers and administrators of the District; other professional organizations providing services in the District; veterans' groups; religious organizations of Catholic, Jewish and major Protestant denominations, interfaith and interdenominational groups; boys' and girls' service organizations; neighborhood associations and fraternal organizations; Chambers of Commerce; associations of police officers and "tax-payers"; social, civic, and real estate associations; and others, including all Parent-Teacher Associations in the District. Some were homogenous Caucasian groups; some of entirely Negro membership, some composed of persons of Mexican descent; a few of other non-Caucasian background; and some of mixed membership. The City Schools intra-District communications channels were made available for the purpose of publicizing the meetings.

Through the Department of Intergroup Education staff, transcripts of the open hearings were provided for the Committee; those who testified were furnished transcripts of their testimony.

The hearings served as a forum open to all and were receptive to data from every source. An estimated 2,000 persons attended the five hearings and 72 persons testified. The Committee could not investigate or measure the validity of many statements made at the open hearings. Some were expressions of feeling and opinion which were essentially personal. Generally, the testimony was factual, relating to educational problems or practices in the District and in particular to the effects of racial and ethnic imbalance. To the extent the expression of opinions, though not verified and perhaps at times invalid, represent a substantial attitude of the community or any part of it, this in itself was a fact of significance to the Committee, leading to a consideration of the reasons for such widely-held opinions and attitudes. The open hearings transcripts became a part of the whole body of material utilized by the Committee and its subcommittees in conducting studies and investigations.

Meetings were held with and consultations received from educators and other authorities in the community, who shared with the Committee valuable

information and knowledge relating to equality of educational opportunities. Background information including reports of similarly charged citizens committees in other cities, together with collateral books, a complete bibliography of research studies, and other pertinent data was compiled. Where the materials could be secured, they were made available for Committee members through the work of its Resources Subcommittee.

The Committee drew liberally upon the District Administration for statistical data, for published materials, for general school information, and for professional assistance rendered by staff personnel. The subcommittees in their separate hearings availed themselves of the testimony of administrators and their staffs. Testimony was received from interested individuals and groups in the community in the form of presentations and interviews. Much additional information was gained by personal interviews and through questionnaires submitted to both classified and certificated personnel, as well as by inquiries directed to the school administration. Members of the Committee personally inspected school plants and facilities.

Data received and results of investigations were transmitted by the subcommittees to the Committee as a whole for review, to be evaluated in relation to the whole body of accumulated evidence received from all sources.

INTRODUCTION TO FINDINGS AND CONCLUSIONS

The findings and conclusions we include in this report are based upon the evidence gathered by the Committee through all of its resources. While separate subcommittees did the principal work of gathering and evaluating data, all such information and all interim conclusions of the subcommittees were presented to, and reviewed by the Committee as a whole.

The Committee weighed and evaluated the evidence in light of other evidence before it. When it felt the evidence justified an ultimate finding of fact and a conclusion as to the significance of the facts with respect to "...the effect of racial imbalance on the educational opportunities of children of minority groups..." it then considered the next question in its charge: What "...educationally sound policies, methods, and programs for overcoming barriers...found to stand in the way of equal educational opportunities to any child in the District..." do we believe, based upon information we have, studies and materials we have reviewed and expert advice we have been given, should "...be formulated to assure all children of an equal opportunity to acquire an education..."?

Out of this process of investigation, review, consideration, consultation, discussion and evaluation grew the recommendations which we set forth later in the Report.

In the section on Findings, we have followed the format of first stating our ultimate findings and conclusions in boldface type. We then follow with condensed statements of the facts, evidence, opinions and other data upon which these conclusions are based.

The findings and conclusions contained in this report may at first glance appear to constitute a highly critical appraisal of the general quality

of education in the San Diego School System and of its policies, practices, and accomplishments. No such appraisal is made and any such conclusion is erroneous.

The nature of our Charge from the Board of Education required a critical appraisal of the school system in the limited area assigned to us. As stated in our preliminary report, filed January 1, 1966, "we feel that the Board of Education in creating this Committee was looking for answers to what it realizes to be one of the crucial problems of our day and that the Board was not seeking sanctuary through a committee that would justify the past." We were appointed to probe for weaknesses and problem areas and to seek out whatever barriers, deficiencies and impediments might stand in the way of equal educational opportunities. Within this area of the school system's policies, programs and practices we <u>have</u> probed and we have found policies and practices where improvement <u>is</u> essential to achieve the objective sought by the Board. This does not mean the educational system itself is wanting and weak. We are aware of the excellent reputation San Diego School Administration has and that this respect extends well beyond our own community. Except in the area of segregation, racial imbalance and their negative effects upon children, we suggest nothing which would lessen its right to this respect.

The critical comments in this Report relate to a phase of education only recently receiving general attention throughout the country. San Diego city schools are experiencing a problem in the area of racial imbalance that is characteristic of urban areas throughout the United States. Its failure to have acted before now is but a reflection of the failure of society itself. A school system with a capacity for excellence in all other areas of education can be expected to deal excellently in this.

For this reason, our Report <u>is</u> critical. We are making no general attack upon the San Diego School System. It has exposed itself voluntarily to critical analysis and has cooperated at every step in the process.

If the Committee has succeeded in this critical study, it is in large measure because many school administrators and teachers have given whole-hearted cooperation to us in our fact-finding. The Superintendent has given the Committee outstanding cooperation. He has encouraged and assisted the Committee as it critically examined the school system under his responsibility. He has not sought to protect any phase of the system from scrutiny.

FINDINGS ON RACIAL/ETHNIC COMPOSITION OF SCHOOLS:

I. RACIAL/ETHNIC IMBALANCE EXISTS IN THE SAN DIEGO CITY SCHOOLS. THE NUMBER OF SCHOOLS WHICH ARE RACIALLY/ETHNICALLY IMBALANCED IS SUBSTANTIAL. MOST STUDENTS IN THE SCHOOL SYSTEM ATTEND AN IMBALANCED SCHOOL.

A Pupil Ethnic Survey was made by the San Diego City Schools on October 5, 1965. The Survey listed the number of children, according to a racial/ethnic classification, in each school within the District.

By comparing the percentage of children in each classification in each school to the percentage this classification represents in the total school population an observable measure of racial/ethnic imbalance can be made.

There is no precise percentage point known to the Committee at which it can be said imbalance has reached a magnitude requiring legal action. It can, however, be said in a broad general sense that wherever the concentration of students in any one classification, whether Negro, Mexican-American, or Anglo-Caucasian, varies in such a substantial proportion from its ratio in the total school population that the school is generally considered, by the public and in the minds of the students attending, as a strictly white majority school, or a Negro school, or a Mexican-American school--then, no matter what the precise percentage may be, that school is imbalanced and requires public attention to change the balance and correct the image.

The Survey indicates that most pupils in the school system attend an imbalanced school. This includes schools having imbalance of the

"white majority group" as well as those having "minority group" imbalance. While the evils are not perhaps the same, it is the conclusion of this Committee that imbalance toward any group concentration deprives the children involved of a realistic concept of the country and the world within which they live and in which they hope to survive. Where the school system is out of balance to a substantial degree, all are denied equal educational opportunities.

The nature, extent, and distribution of the imbalance becomes readily apparent on a review and analysis of the statistics reported in the Survey. Since the Survey was made in October, 1965, and since the Committee came into being in October, 1965, its results have been taken by the Committee as the measure of imbalance existing when the Board of Education passed its resolution expressing its concern over the existence of imbalance and its effect on educational opportunities. It is upon this measure of imbalance that we report our findings, and later in the report make our recommendations.

The Pupil Ethnic Survey of October 5, 1965, enumerated

118,425 as 100% of	Elementary, Junior High, Senior Highs and Continuation/Adjustment School Pupils;
10,225 or 8.6% being	Mexican-American (Pupils of Mexican, Puerto-Rican, or other Latin-American birth or ancestry),
92,689 or 78.3%	Other White (often called of "white majority" or"Anglo-Caucasian" descent),
12,671 or 10.7%	Negro (Pupils appearing to be of Negro descent),
1,630 or 1.4%	Oriental (Japanese, Chinese, or Korean descent),
1,210 or 1.0%	Other Nonwhite (Indian, Polynesian, Filipino descent, etc.)

Note: The Survey was by visual observations made by teachers.

	Elementary		Jr. High		Sr. High		Cont./Adj.	
	No.	%	No.	%	No.	%	No.	%
Mexican-American	6,389	9.1	2,102	8.3	1,620	7.4	113	14.8
Other White	53,821	76.6	20,361	79.9	18,000	82.2	445	58.3
Negro	8,168	11.6	2,424	9.5	1,875	8.6	199	26.1
Oriental	1,064	1.5	313	1.2	247	1.1	2	0.3
Other Nonwhite	761	1.1	278	1.1	167	0.8	4	0.5

The general average of each of the principal minority groups (the Negro and the Mexican-American) approximates 10% of the city-wide school population. A school having an enrollment which is 10% Negro and 10% Mexican-American is, therefore, in racial/ethnic balance. Maps which form a part of this Report were prepared to break the figures of the Pupil Ethnic Survey into meaningful categories and to present the same in visual form. The categories are based on the percentage of a minority racial/ethnic group in the student body of a school.

0.0-2%....The lowest category chosen consisted of 2% or less of the minority group. Where Negroes compose less than 2% of a school population, and similarly where Mexican-Americans form fewer than 2% of a school population, in terms of achieving any beneficial effect from racial/ethnic associations, their numbers are virtually inconsequential. If it is desirable to include Negroes in a school, the objective is not gained, for instance, merely by including four Negroes in a school of 200 students. A school in this category is imbalanced with white majority group enrollment.

2.1-15%...These percentages bracket the general city-wide average of 10%. A school in this category can be said to approximate, in the Committee's opinion, a racially/ethnically balanced school.

15.1-50%...A school containing more than 15% of a minority group is a school with appreciably greater concentration of the minority group than the city as a whole. At some point this "appreciably greater concentration" becomes "de facto segregation." At whatever lesser percentage imbalance results, there can be little question that a school approximating 50% of a minority group is clearly a racially/ethnically imbalanced school.

50.1-75%...It is the conclusion of the Committee that a school with this percentage of a minority group is seriously imbalanced.

75.1%-up...This category includes the schools that are most seriously imbalanced. They are called "ghetto" schools by those who see great damage in racial/ethnic imbalance in schools.

a. For illustrative maps, see Pages 22-27.

b. Analyses:

1. Analysis of Ethnic Distribution

	Total	0-2% Minority	2.1-15% Minority	15.1-50% Minority	50.1-75% Minority	Over 75% Minority
Negro Maps						
Elementary						
Schools	114	82	11	7	7	7
Students	70,175	49,088	8,816	4,070	3,959	4,242
Junior High						
Schools	17	11	3	1	2	
Students	25,478	15,858	4,306	2,590	2,724	
Senior High						
Schools	11	7	2	1	1	
Students	21,909	14,350	4,105	2,030	1,424	
Mexican-American Maps						
Elementary						
Schools	114	18	77	18	0	1
Students	70,175	9,557	50,083	10,108	0	427
Junior High						
Schools	17	2	14	1		
Students	25,478	2,226	21,634	1,618		
Senior High						
Schools	11	2	7	2		
Students	21,909	4,370	14,085	3,454		

2. Analysis of Ethnic Distribution: Negro/Mexican-American Population Only

	Total	0-2% Minority	2.1-15% Minority	15.1-50% Minority	50.1-75% Minority	Over 75% Minority
Elementary	(114)					
Schools		18	63	16	1	16
Students		8,990	41,963	8,787	546	9,721
Junior High	(17)					
Schools		2	10	3		2
Students		2,226	14,901	5,627		2,724
Senior High	(11)					
Schools		1	7	2		1
Students		3,372	13,219	3,894		1,424

A review of the Survey and the maps illustrating the above categories shows clearly a condition of racial/ethnic imbalance in San Diego schools. Regardless of where the line of balance changes to imbalance, imbalance does exist. Too many of the schools are most seriously imbalanced.

With respect to Negro pupils, only 11 of the District's 114 Elementary schools are in the 2.1-15% category. Of the remainder, 82 are in the 0.0-2% range, 7 in the 15.1-50% category, 7 in the 50.1-75% category, and another 7 have over 75% Negro children. Of the District's 17 Junior High schools, only three are in the 2.1-15% category; 11 are in the 0.0-2%, one in the 15.1-50%, and one in the 50.1-75% category. Of 11 Senior High schools, 7 are in the lowest category of 0.0-2%, 2 are in the range of 2.1-15%, one is in the category of 15.1-50%, and one is at the upper range of the 50.1-75% category.

With respect to Mexican-American pupils, 18 Elementary schools are in the 0.0-2% category, 16 in the 15.1-50%, and in one school 83% of the pupils are Mexican-American. The remaining 77 are in the 2.1-15% range. Of the Junior Highs, 14 are in the 2.1-15% category, 2 are in the 0.0-2% and 2 in

the 15.1-50% category. Among the Senior Highs, 2 are in the 0.0-2% group, 2 in the 15.1-50% category, with 7 in the category of 2.1-15% Mexican-American enrollment.

The maps show Negro and Mexican-American percentages separately. Many schools serve both Negro and Mexican-American children. The combination of the two minority groups results in many Elementary schools having fewer than 5% Anglo-Caucasian children.

With respect to combined minority groups, 16 Elementary schools have enrollments containing over 75% of Negro and Mexican-American pupils. The 16 schools serve 8736 children of these minority groups, or 55.5% of the District's combined Negro and Mexican-American Elementary school population. More than half of the children in the combined groups attend a school in which the two minorities make up over three-quarters of the school's enrollment. Two junior High schools enroll over half of the District's combined Negro and Mexican-American group students, and more than a third of the combined Negro and Mexican-American High School population attend one high school.

Some schools in the District have high concentrations of minority racial/ethnic group enrollment. Other schools enroll only a few students of such minorities. Of the Elementary schools population, 49,088, or approximately 70% go to schools having fewer than 2% Negroes. Of the city's Junior High students, 62% attend schools with fewer than 2% Negroes. Of the 1965-66 Senior High enrollment, 65% was in schools with less than 2% Negro representation in the student body.

Mexican-American school population is distributed throughout the District more uniformly than the Negro population. Nevertheless, over half of the

city's Mexican-American elementary children attend schools in the Southeast and Logan Heights areas. One such school, Balboa, has 423 Mexican-American pupils, more than the number (339) served by the combined fifteen elementary schools in the North Beach area.

(For list of schools, see Pages 28-41.)

II. THE TREND IN SAN DIEGO IS TO AN INCREASING NUMBER OF SCHOOLS WITH MINORITY GROUP IMBALANCE. THE DEGREE OF MINORITY CONCENTRATION IN THESE SCHOOLS IS INCREASING ALSO.

San Diego differs from most United States cities in having two racial/ethnic minorities that are of approximately equal size. Statistics in the case of the Mexican-American population are only recent and limited. Persons classed as "white with Spanish surname" were first separately enumerated in the 1960 Census. Reliable earlier data is lacking.

San Diego has grown substantially in the past six years, perhaps by as much as 10%. However, the 1960 Census is still the most recent report of the racial/ethnic composition of the general population. More recent information relative to school population is contained in the District's January 1964 and October 1965 Pupil Ethnic Surveys. The 1965 Survey adopted a more precise classification of ethnic groups and made changes in nomenclature. Comparisons with respect to the Mexican-American school population are made after the second survey is adjusted to the first.

Statistical records are only one source of information. Further data is available from the statements by teachers and administrators and by parents who have observed at first hand changes in the racial/ethnic makeup of schools over the years.

Trends are more readily ascertainable as to Negro population. This minority group has long been enumerated separately by census-takers.

a. Negro population in San Diego is increasing more rapidly than is the general population. Negroes were 2.0% of the total population in 1940. Between 1940 and 1960, the general population (which of course includes the Negro population) nearly tripled. During these years, the Negro population of the city increased over eightfold. Negroes in 1960 numbered 34,435, and amounted to 6.0% of the population.

b. Negro population in the schools is at present growing more rapidly than is the general school population. Thus, in the period January, 1964 to October, 1965, the total school population increased by 7,424 students. The increase of Negro students was 2,442. The distribution of Negro population at various grade levels is:

	Negro Students as a Percent of Total Students	
	January 1964	October 1965
Elementary Schools	10.3 %	11.6 %
Junior High Schools	8.9	9.5
Senior High Schools	6.7	8.6
Continuation and Adjustment Schools	19.4	26.1
Adult Schools	5.9	7.5
Junior Colleges	5.5	6.3

c. The increase of October 1965 over January 1964 of "other than Anglo-Caucasian and Negro"--that is, combined Mexican-American, Oriental, and other--was 3,056, which was in relation to the whole school population a gain of from 9.5 to 11.1%.

d. Increases of minority group populations are not uniformly distributed throughout the District schools. Higher concentrations of minority pupils occur in the schools serving the largest numbers of minority children.

(1) Lincoln High School, which was not a seriously imbalanced school in 1958 (20-25% of its students were Negro), had by January, 1964, an enrollment that was 55% Negro and by October, 1965, had a student body 69.2% Negro.

(2) Johnson Elementary School, which began as an "all-white" school serving a new Emerald Hills subdivision, had by January, 1964 an enrollment that was 54.7% Negro, and by October, 1965 had an enrollment 80.5% Negro.

(3) In the January, 1964-October, 1965 period, the Elementary schools gained 1,045 Negro pupils. Slightly over half of this gain came in added Negro enrollment at four schools: Chollas, Fulton, Johnson, and Knox. While all Junior High

schools combined gained 307 Negro students, gains of 302 and 43 occurred at Gompers and O'Farrell. (More Junior Highs lost than gained students.) While the Senior High schools as a whole added 482 Negro students, Lincoln with 268 and Morse with 118 accounted for 80% of the increase.

III. THE IMBALANCE EXISTING IN THE SAN DIEGO CITY SCHOOLS IS DETRIMENTAL TO THE EDUCATION OF ALL CHILDREN IN THE SCHOOLS.

The quality of education obtained in minority imbalanced schools was examined by the Committee in a variety of ways. The published studies of qualified educators, psychologists and sociologists, bearing on de facto segregation, were reviewed. The Committee submits that the findings of these authorities are valid and useful in considering our local problems. The Committee also considered the opinions of individuals who are both expert in the field and familiar with our local school situation. Most of the latter were individuals intimately connected with the school system--principals, supervisors, administrators and teachers. In addition, the Committee gave weight to the views of the parents, teachers and students who communicated their opinions to the Committee at the public hearings and otherwise. Finally, the Committee considered the objective results of the Sequential Tests of Educational Progress, given at the 5th, 8th and 11th grade levels.

As to traditional academic subjects, the Committee finds that learning achievement is impaired in minority imbalanced schools. The opinions of authorities are almost unanimous to this effect. The consensus of our local educators is in accord. The student in a class composed mostly of minority students, in San Diego as well as elsewhere, simply does not do as well, academically. The Committee's review of the Sequential Tests of Educational Progress results, made available by the school administration, averaged school by school, indicates that there is a high correlation between achievement and

the percentage of majority race students in the school--the more Anglo-Caucasians the higher the average and median scores.

The Committee does not take the position that the correlation indicated above necessarily proves, or even in an important way supports, its conclusion herein. The results are nevertheless of interest and, when considered with the other evidence before the Committee, are helpful in reaching the Committee's conclusion. An attempt to measure the educational achievement of any group of students by using Sequential Tests results is fraught with peril. Many interpretations are possible as to the cause and meaning of low or high achievement on the tests, and, because of the difficulty of interpretation of the Sequential Tests scores, the Committee believes that an independent study of achievement test results in the San Diego schools would have value in obtaining an objective understanding of the correlation between imbalance and academic achievement.

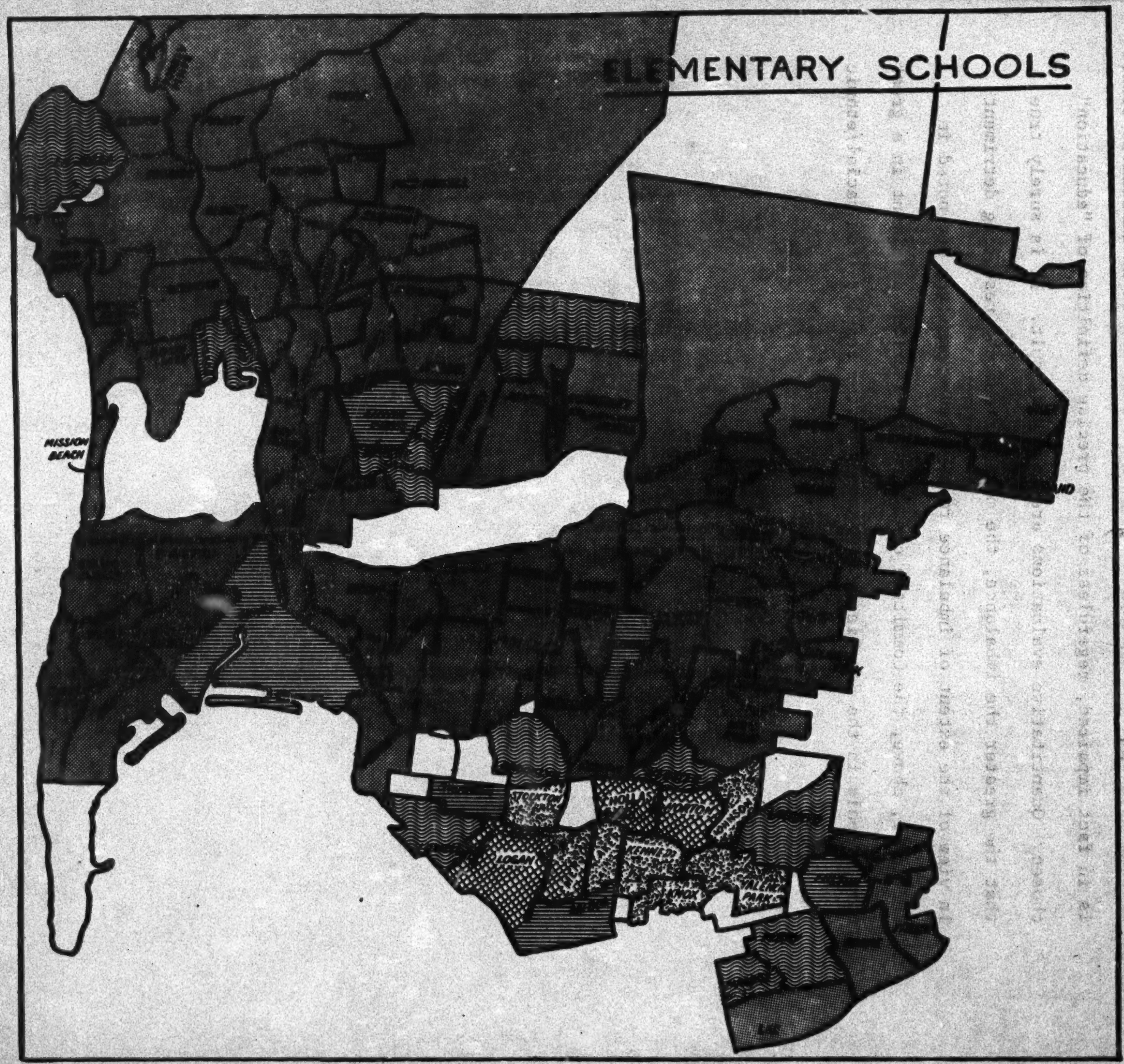
Equality in education connotes, in the opinion of the Committee, a great deal more than mere learning of academic subjects. Equal educational opportunities must be viewed in a perspective which evaluates educational preparation for citizenship and for personal fulfillment. As stated to the Committee by one local educator:

> "We must live in a mixed society, a society composed of all races. A child is not, therefore, well prepared for work and life in such a society when he goes to a school in which only a majority race, or only minority racial and ethnic groups, are in a significant degree represented."

The great weight of the evidence found by the Committee supports this proposition. It is to be emphasized that this view of learning leads to the conclusion, which the Committee finds, that in important respects education in an imbalanced majority school is detrimental, and perhaps to the same

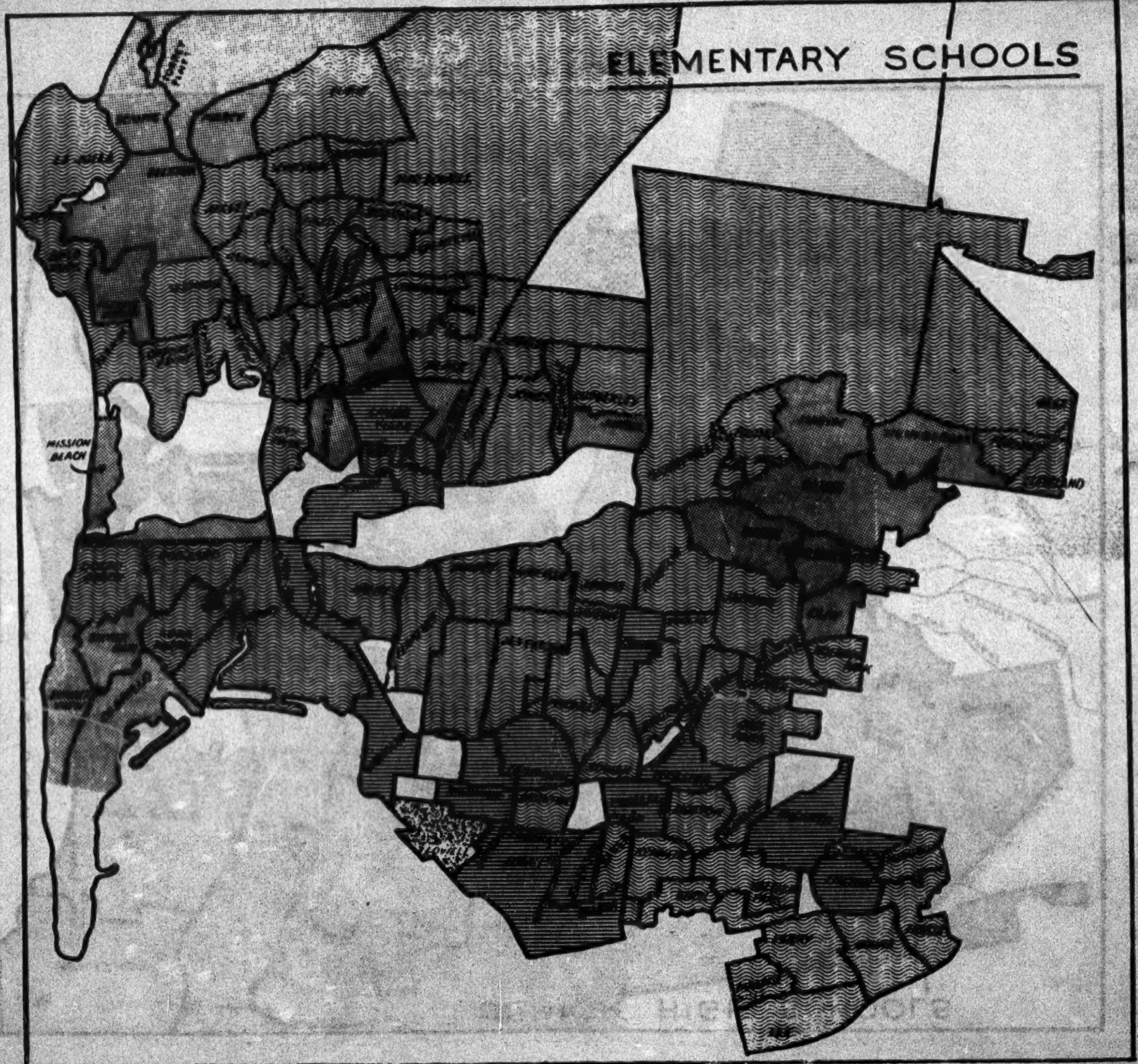
extent that education in an imbalanced minority school is detrimental.

To sum up: The Committee finds that education in an imbalanced school is in fact impaired, regardless of the precise definition of "education" chosen. Quantitative evaluations are most difficult. It is surely true that the greater the imbalance, the more serious the resulting detriment. In view of the extent of imbalance found by the Committee and noted in Section I, above, the Committee concludes that serious detriment in a great many schools in the San Diego City school system results from racial/ethnic imbalance.

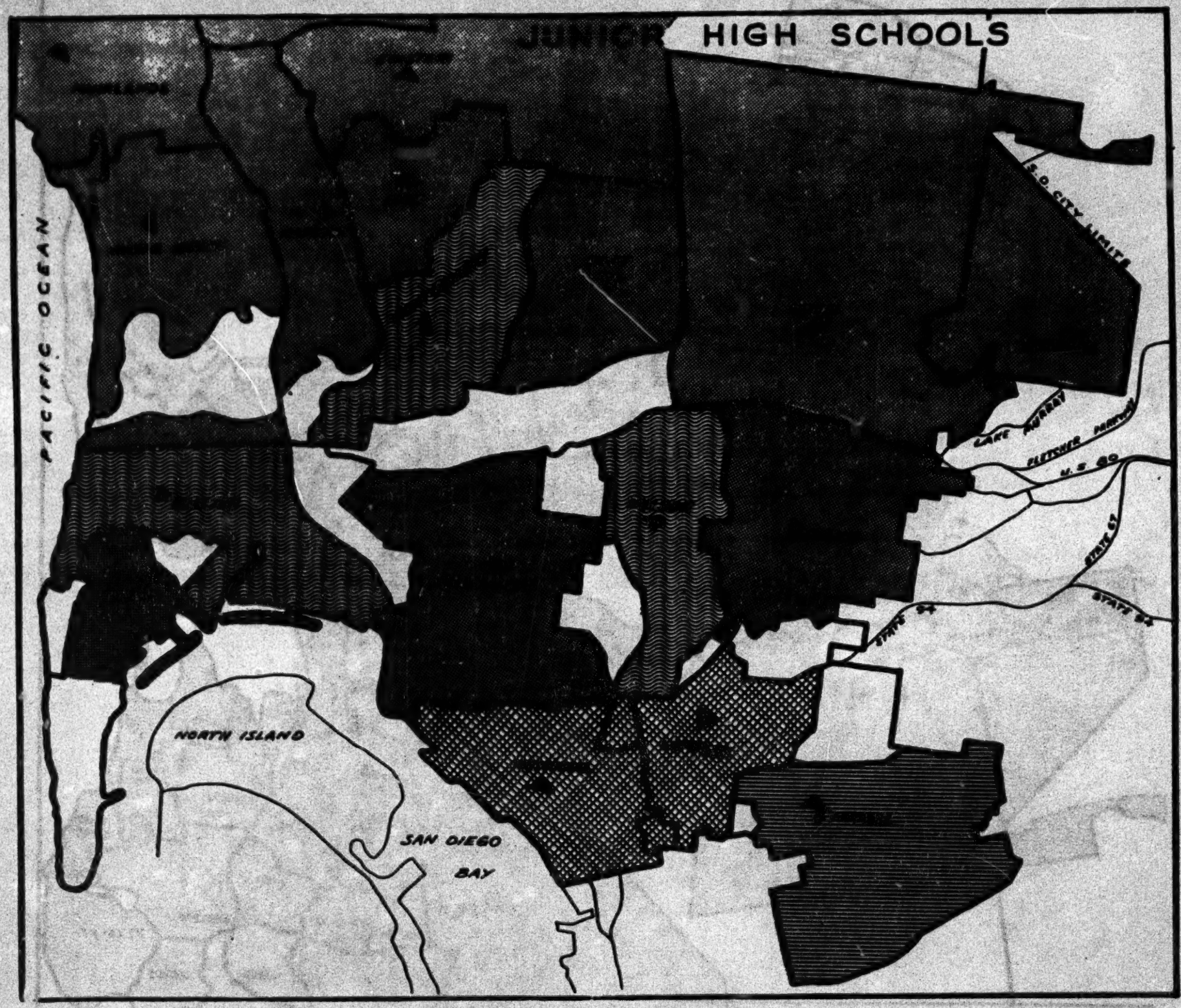


DISTRIBUTION OF NEGRO PUPILS

ELEMENTARY SCHOOLS



DISTRIBUTION OF MEXICAN-AMERICAN PUPILS



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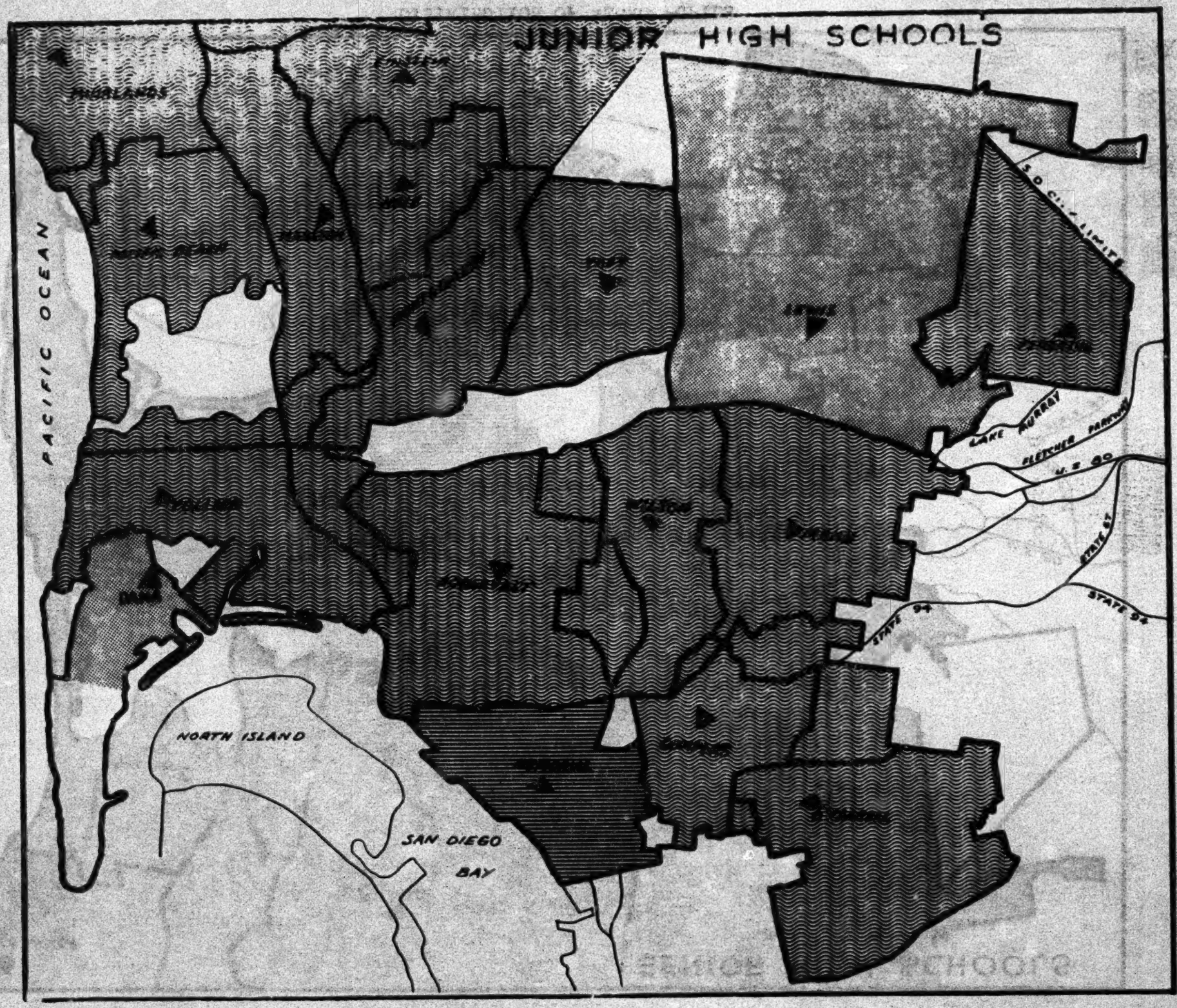

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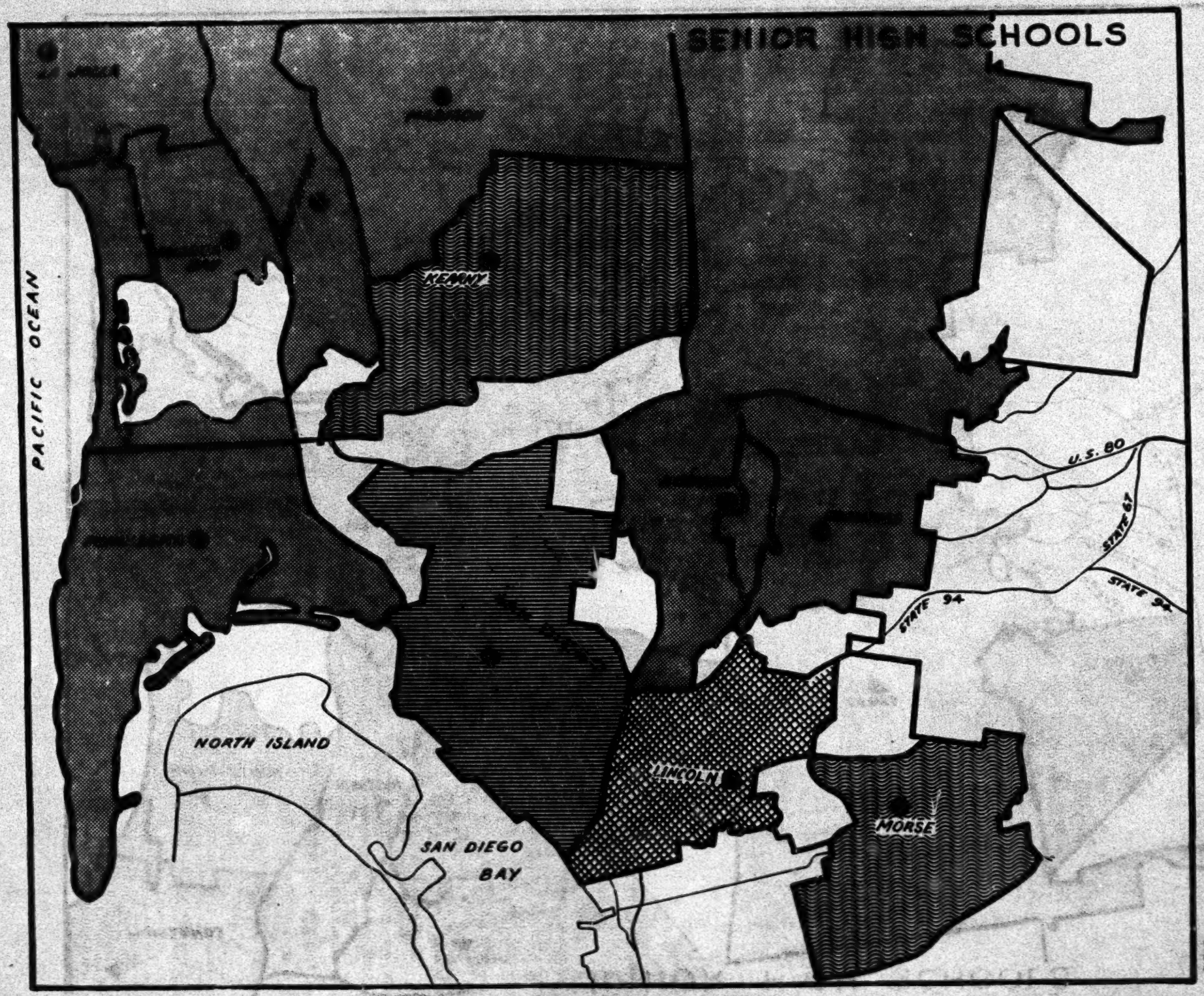

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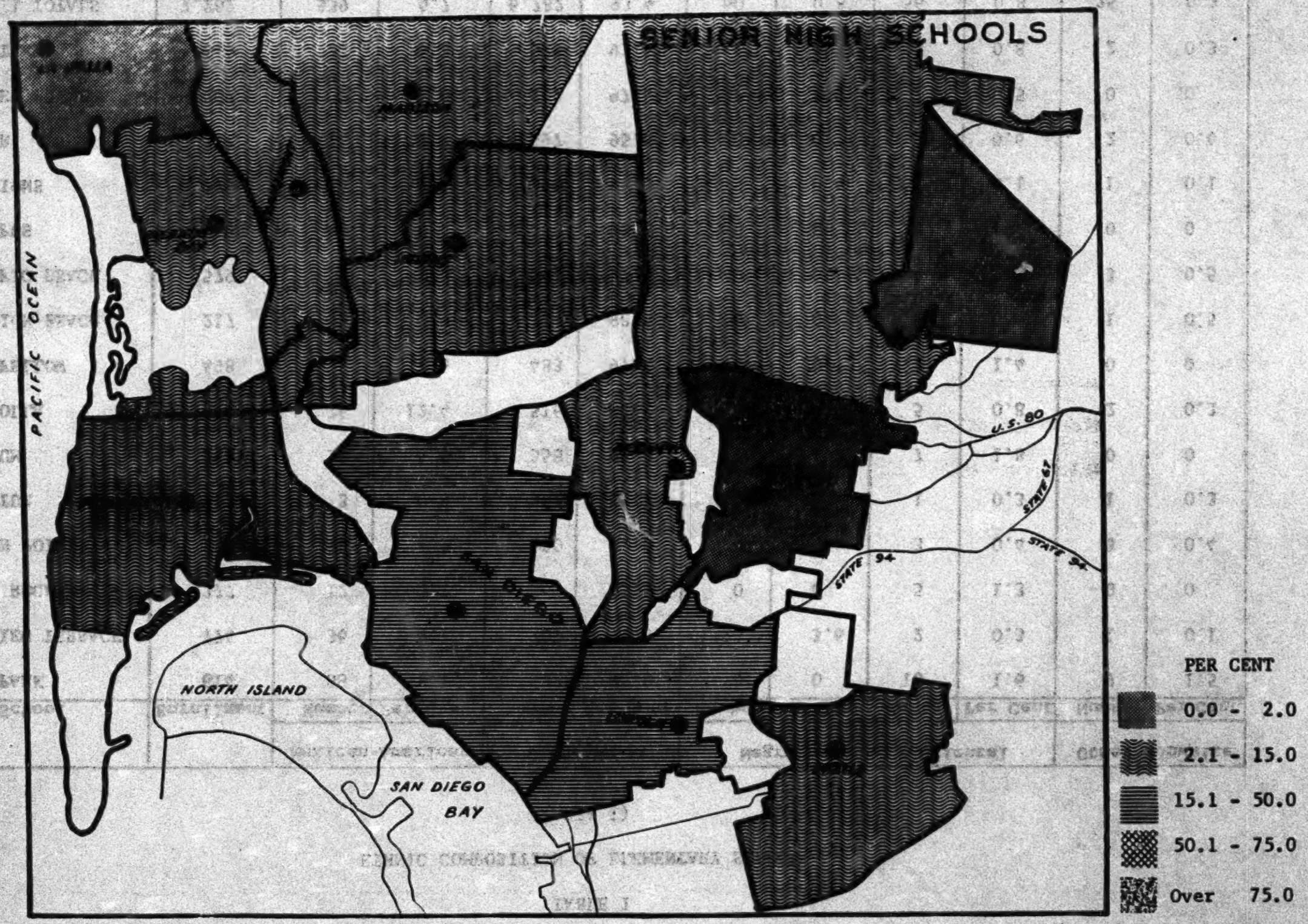


DISTRIBUTION OF MEXICAN-AMERICAN PUPILS

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 1)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
BAY PARK	614	68	11.1	527	85.8	0	0	10	1.6	9	1.5
BAYVIEW TERRACE	774	36	4.7	707	91.3	28	3.6	2	0.3	1	0.1
BIRD ROCK	377	12	3.2	360	95.5	0	0	5	1.3	0	0
CROWN POINT	668	38	5.7	620	92.8	4	0.6	3	0.4	3	0.4
DECATUR	372	3	0.8	367	98.7	0	0	1	0.3	1	0.3
FARNUM	390	18	4.6	358	91.8	7	1.8	7	1.8	0	0
LA JOLLA	614	76	12.4	516	84.0	15	2.4	5	0.8	2	0.3
LONGFELLOW	498	8	1.6	483	97.0	0	0	7	1.4	0	0
MISSION BEACH	217	2	0.9	214	98.6	0	0	0	0	1	0.5
PACIFIC BEACH	579	9	1.6	563	97.2	0	0	4	0.7	3	0.5
SCRIPPS	243	0	0	240	98.8	0	0	3	1.2	0	0
SESSIONS	779	24	3.1	750	96.3	3	0.4	1	0.1	1	0.1
TOLER	311	10	3.2	297	95.5	0	0	2	0.6	2	0.6
TORREY PINES	207	2	1.0	202	97.6	2	1.0	1	0.5	0	0
WHITTIER	619	33	5.3	578	93.4	1	0.2	5	0.8	2	0.3
AREA 1 TOTALS	7,262	339	4.7	6,782	93.4	60	0.8	56	0.8	25	0.3

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 2)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
ALCOTT	799	37	4.6	753	94.2	0	0	7	0.9	2	0.3
ANDERSEN	663	24	3.6	622	93.8	5	0.8	8	1.2	4	0.6
CADMAN	614	24	3.9	579	94.3	2	0.3	4	0.7	5	0.8
CURIE	711	27	3.8	675	94.9	0	0	6	0.8	3	0.4
FIELD	761	64	8.4	674	88.6	0	0	5	0.7	18	2.4
HOLMES	618	21	3.4	586	94.8	2	0.3	6	1.0	3	0.5
HAWTHORNE	859	54	6.3	772	89.9	4	0.5	9	1.0	20	2.3
MACDOWELL	929	43	4.6	866	93.2	8	0.9	12	1.3	0	0
MARCY	576	1	0.2	565	98.1	0	0	7	1.2	3	0.5
RILEY	719	12	1.7	694	96.5	0	0	12	1.7	1	0.1
SEQUOIA	1,073	90	8.4	961	89.6	4	0.4	3	0.3	15	1.4
STEVENSON	843	66	7.8	750	89.0	3	0.4	14	1.7	10	1.2
WHITMAN	1,192	26	2.2	1,139	95.6	0	0	23	1.9	4	0.3
WIGGIN	457	10	2.2	431	94.3	8	1.8	4	0.9	4	0.9
AREA 2 TOTALS	10,814	499	4.6	10,067	93.1	36	0.3	120	1.1	92	0.9

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 3)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
ANGIER	1,094	68	6.2	807	73.8	160	14.6	27	2.5	32	2.9
BEALE	508	33	6.5	467	91.9	0	0	2	0.4	6	1.2
CARSON	794	109	13.7	574	72.3	66	8.3	14	1.8	31	3.9
CHESTERTON	1,065	9	0.8	921	86.5	102	9.6	26	2.4	7	0.7
CUBBERLEY	707	26	3.7	662	93.6	1	0.1	15	2.1	3	0.4
FLETCHER	564	14	2.5	543	96.3	5	0.9	2	0.4	0	0
JONES	1,097	32	2.9	1,038	94.6	3	0.3	23	2.1	1	0.1
JUAREZ	641	8	1.2	619	96.6	0	0	5	0.8	9	1.4
LINDA VISTA	710	141	19.9	385	54.2	109	15.4	75	10.6	0	0
LINDBERGH	988	43	4.4	906	91.7	7	0.7	14	1.4	18	1.8
REVERE	180	26	14.4	131	72.8	17	9.4	3	1.7	3	1.7
ROSS	798	30	3.8	750	94.0	0	0	13	1.6	5	0.6
SUNSHINE	159	13	8.2	131	82.4	13	8.2	0	0	2	1.3
TWAIN	246	46	18.7	191	77.6	2	0.8	4	1.6	3	1.2
WEGEFORTH	653	17	2.6	624	95.6	0	0	9	1.4	3	0.5
LAFAYETTE	634	47	7.4	566	89.3	11	1.7	1	0.2	9	1.4
AREA 3 TOTALS	10,838	662	6.1	9,315	85.9	496	4.6	233	2.1	132	1.2

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 4)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
CLAY	297	4	1.3	291	98.0	0	0	1	0.3	1	0.3
CLEVELAND	706	15	2.1	685	97.0	0	0	6	0.8	0	0
DE ANZA	274	8	2.9	264	96.4	1	0.4	1	0.4	0	0
FORWARD	765	25	3.3	733	95.8	0	0	1	0.1	6	0.8
FOSTER	716	17	2.4	688	96.1	3	0.4	6	0.8	2	0.3
GAGE	1,021	32	3.1	983	95.3	0	0	0	0	6	0.6
GRANTVILLE	355	18	5.1	337	94.9	0	0	0	0	0	0
HARDY	471	5	1.1	463	98.3	1	0.2	2	0.4	0	0
HEARST	686	3	0.4	683	99.6	0	0	0	0	0	0
JACKSON	553	19	3.4	526	95.1	0	0	6	1.1	2	0.4
MARVIN	873	5	0.6	856	98.1	0	0	5	0.6	7	0.8
MONTEZUMA	332	6	1.8	324	97.6	0	0	2	0.6	0	0
MUIR	178	6	3.4	172	96.6	0	0	0	0	0	0
WEINBERGER	570	10	1.8	560	98.2	0	0	0	0	0	0
AREA 4 TOTALS	7,797	173	2.2	7,565	97.0	5	0.1	30	0.4	24	0.3

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 5)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
ADAMS	764	53	6.9	696	91.1	1	0.1	7	0.9	7	0.9
BROOKLYN	843	195	23.1	584	69.3	26	3.1	26	3.1	12	1.4
CARVER	391	54	13.8	333	85.2	0	0	3	0.8	1	0.3
CENTRAL	606	129	21.3	315	52.0	146	24.1	8	1.3	8	1.3
DARNALL	416	39	9.4	375	90.1	0	0	1	0.2	1	0.2
EDISON	456	65	14.3	373	81.8	3	0.7	7	1.5	8	1.8
EUCLID	671	56	8.3	592	88.2	7	1.0	12	1.8	4	0.6
FRANKLIN	396	11	2.8	381	96.2	1	0.3	3	0.8	0	0
HAMILTON	743	106	14.3	614	82.6	4	0.5	13	1.7	6	0.8
MARSHALL	532	25	4.7	504	94.7	0	0	3	0.6	0	0
McKINLEY	784	60	7.7	696	88.8	0	0	25	3.2	3	0.4
OAK PARK	622	30	4.8	566	91.0	12	1.9	14	2.3	0	0
ROLANDO PARK	450	32	7.1	413	91.8	0	0	2	0.4	3	0.7
ROWAN	356	23	6.5	322	90.4	3	0.8	6	1.7	2	0.6
WEBSTER	317	70	22.1	187	59.0	45	14.2	11	3.5	4	1.3
AREA 5 TOTALS	8,347	948	11.4	6,951	83.3	248	3.0	141	1.7	59	0.7

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 6)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
AUDUBON	870	104	12.0	727	83.6	12	1.4	15	1.7	12	1.4
BOONE	838	83	9.9	720	85.9	9	1.1	24	2.9	2	0.2
ENCANTO	987	196	19.9	669	67.8	72	7.3	24	2.4	26	2.6
FREESE	688	72	10.5	571	83.0	14	2.0	17	2.5	14	2.0
FULTON	551	86	15.6	337	61.2	118	21.4	6	1.1	4	0.7
HORTON	546	58	10.6	136	24.9	305	55.9	36	6.6	11	2.0
JOHNSON	412	14	3.4	17	4.1	373	90.5	1	0.2	7	1.7
KEILLER	379	81	21.4	283	74.7	5	1.3	9	2.4	1	0.3
KNOX	666	43	6.5	40	6.0	543	81.5	22	3.3	18	2.7
LEE	1,113	125	11.2	934	83.9	8	0.7	34	3.1	12	1.1
KENNEDY	818	94	11.5	31	3.8	651	79.6	23	2.8	19	2.3
PARADISE HILLS	752	58	7.7	632	84.0	53	7.0	4	0.5	5	0.7
PERRY	969	64	6.6	711	73.4	142	14.7	26	2.7	26	2.7
VALENCIA PARK	764	63	8.2	37	4.8	644	84.3	6	0.8	14	1.8
AREA 6 TOTALS	10,353	1,141	11.0	5,845	56.5	2,949	28.5	247	2.4	171	1.7

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 7)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
BAKER	522	74	14.2	9	1.7	411	78.7	22	4.2	6	1.1
BALBOA	980	428	43.7	147	15.0	360	36.7	17	1.7	28	2.9
BANDINI	226	44	19.5	2	0.9	171	75.7	3	1.3	6	2.7
BURBANK	356	119	33.4	15	4.2	214	60.1	3	0.8	5	1.4
CHOLLAS	883	169	19.1	80	9.1	563	63.8	11	1.2	60	6.8
CROCKETT	340	78	22.9	12	3.5	249	73.2	1	0.3	0	0
EMERSON	650	161	24.8	27	4.2	439	67.5	19	2.9	4	0.6
FAIRHAVEN	165	12	7.3	109	66.1	43	26.1	0	0	1	0.6
LOGAN	664	182	27.4	30	4.5	435	65.5	15	2.3	2	0.3
LOWELL	427	357	83.6	20	4.7	46	10.8	0	0	4	0.9
MEAD	355	76	21.4	32	9.0	227	63.9	1	0.3	19	5.4
SHERMAN	824	327	39.7	123	14.9	362	43.9	9	1.1	3	0.4
STOCKTON	834	58	7.0	10	1.2	761	91.2	5	0.6	0	0
AREA 7 TOTALS	7,226	2,085	28.9	616	8.5	4,281	59.2	106	1.5	138	1.9

TABLE I

ETHNIC COMPOSITION OF ELEMENTARY SCHOOLS

(AREA 8)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
BARNARD	429	13	3.0	396	92.3	4	0.9	9	2.1	7	1.6
BIRNEY	668	53	7.9	589	88.2	3	0.4	9	1.3	14	2.1
CABRILLO	548	9	1.6	530	96.7	0	0	5	0.9	4	0.7
DEWEY	399	33	8.3	200	50.1	79	19.8	40	10.0	47	11.8
FLORENCE	502	45	9.0	441	87.8	4	0.8	8	1.6	4	0.8
FREMONT	191	68	35.6	111	58.1	1	0.5	0	0	11	5.8
GRANT	639	26	4.1	609	95.3	0	0	4	0.6	0	0
GARFIELD	561	45	8.0	504	89.8	0	0	11	2.0	1	0.2
JEFFERSON	544	63	11.6	461	84.7	1	0.2	12	2.2	7	1.3
LOMA PORTAL	730	21	2.9	702	96.2	0	0	2	0.3	5	0.7
OCEAN BEACH	810	51	6.3	746	92.1	0	0	11	1.4	2	0.2
SILVER GATE	683	8	1.2	669	98.0	0	0	3	0.4	3	0.4
SUNSET VIEW	478	6	1.3	469	98.1	0	0	3	0.6	0	0
WASHINGTON	356	96	27.0	231	64.9	1	0.3	14	3.9	14	3.9
AREA 8 TOTALS	7,538	537	7.1	6,658	88.3	93	1.2	131	1.7	119	1.6

TABLE II

ETHNIC COMPOSITION OF JUNIOR HIGH SCHOOLS

(REGION 1)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
EINSTEIN	1,804	88	4.9	1,675	92.8	4	0.2	8	0.4	29	1.6
HALE	1,372	47	3.4	1,310	95.5	1	0.1	7	0.5	7	0.5
MARSTON	1,825	84	4.6	1,704	93.4	4	0.2	22	1.2	11	0.6
MUIRLANDS	917	29	3.2	877	95.6	8	0.9	1	0.1	2	0.2
PACIFIC BEACH	1,406	73	5.2	1,310	93.2	17	1.2	4	0.3	2	0.1
REGION 1 TOTALS	7,324	321	4.4	6,876	93.9	34	0.5	42	0.6	51	0.7

TABLE II

ETHNIC COMPOSITION OF JUNIOR HIGH SCHOOLS

(REGION 2)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
COLLIER	888	65	7.3	785	88.4	21	2.4	3	0.3	14	1.6
DANA	1,052	19	1.8	997	94.8	0	0	8	0.8	28	2.7
LEWIS	1,174	15	1.3	1,158	98.6	0	0	0	0	1	0.1
MONTGOMERY	1,586	176	11.1	1,254	79.1	109	6.9	26	1.6	21	1.3
PERSHING	958	23	2.4	930	97.1	0	0	2	0.2	3	0.3
TAFT	1,230	45	3.7	1,134	92.2	21	1.7	17	1.4	13	1.1
WILSON	1,832	104	5.7	1,651	90.1	50	2.7	21	1.1	6	0.3
REGION 2 TOTALS	8,720	447	5.1	7,909	90.7	201	2.3	77	0.9	86	1.0

TABLE II

ETHNIC COMPOSITION OF JUNIOR HIGH SCHOOLS

(REGION 3)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
GOMPERS	1,106	158	14.3	115	10.4	770	69.6	29	2.6	34	3.1
MANN	2,669	152	5.7	2,478	92.8	9	0.3	25	0.9	5	0.2
MEMORIAL	1,618	511	31.6	78	4.8	948	58.6	49	3.0	32	2.0
O'FARRELL	2,590	345	13.3	1,694	65.4	439	16.9	60	2.3	52	2.0
ROOSEVELT	1,451	168	11.6	1,211	83.5	23	1.6	31	2.1	18	1.2
REGION 3 TOTALS	9,434	1,334	14.1	5,576	59.1	2,189	23.2	194	2.1	141	1.5

TABLE III

ETHNIC COMPOSITION OF SENIOR HIGH SCHOOLS

(REGION 1)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
LA JOLLA	998	18	1.8	961	96.3	11	1.1	5	0.5	3	0.3
CLAIREMONT	1,884	76	4.0	1,784	94.7	4	0.2	15	0.8	5	0.3
MADISON	2,090	81	3.9	1,970	94.3	5	0.2	5	0.2	29	1.4
MISSION BAY	1,268	27	2.1	1,223	96.5	9	0.7	3	0.2	6	0.5
REGION 1 TOTALS	6,240	202	3.2	5,938	95.2	29	0.5	28	0.4	43	0.7
MIDWAY	201	14	7.0	180	89.6	6	3.0	0	0	1	0.5

TABLE III

ETHNIC COMPOSITION OF SENIOR HIGH SCHOOLS

(REGION 2)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
HOOVER	2,717	159	5.9	2,489	91.6	39	1.4	24	0.9	6	0.2
KEARNY	2,241	170	7.6	1,932	86.2	106	4.7	21	0.9	12	0.5
POINT LOMA	2,021	133	6.6	1,859	92.0	13	0.6	14	0.7	2	0.1
REGION 2 TOTALS	6,979	462	6.6	6,280	90.0	158	2.3	59	0.8	20	0.3
SNYDER	405	82	20.2	209	51.6	109	26.9	2	0.5	3	0.7

TABLE III

ETHNIC COMPOSITION OF SENIOR HIGH SCHOOLS

(REGION 3)

School	Enrollment	Mexican-American		Other White		Negro		Oriental		Other Nonwhite	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
LINCOLN	1,424	233	16.4	125	8.8	986	69.2	40	2.8	40	2.8
CRAWFORD	3,372	58	1.7	3,278	97.2	11	0.3	12	0.4	13	0.4
MORSE	1,864	197	10.6	1,368	73.4	220	11.8	52	2.8	27	1.4
SAN DIEGO	2,030	468	23.1	1,011	49.8	471	23.2	56	2.8	24	1.2
REGION 3 TOTALS	8,690	956	11.0	5,782	66.5	1,688	19.4	160	1.8	104	1.2
WRIGHT BROTHERS	157	17	10.8	56	35.7	84	53.5	0	0	0	0

FINDINGS ON PLANS FOR CORRECTING RACIAL IMBALANCE

I. THE EDUCATION PARK CONCEPT IS WIDELY REGARDED AS THE MOST PROMISING MEANS OF ACHIEVING LARGE-SCALE RACIAL/ETHNIC BALANCE IN SCHOOLS.

The Education Park is the clustering of educational facilities in a campus-like setting, utilizing centrally-organized common facilities and drawing its student population from the whole community. It reflects fully the characteristics of the whole community and will provide equally for the education of the whole community.

A. The concept has won the endorsement of, and education parks are being created by, large metropolitan school districts in the United States.

1. The Pittsburgh, Pa., Board of Education in its Annual Report for 1965 states that "We shall continue the piecemeal efforts which make small gains here and there, but any large and dramatic gains will call for large and dramatic solutions such as the Education Park concept." Pittsburgh is now proceeding with specific plans and projects, declaring that "Our aim is very high; the possibilities are very large."

2. St. Paul, Minn., is planning a cluster of educational parks that will bring together youngsters from the ghetto, the city, the parochial, and the suburb into central locations.

3. The 360-acre Lewiston-Porter school has been established near Niagara Falls, N. Y.

4. The Orange district near Cleveland, Ohio, has an education park which serves eight villages.

5. The Nova complex in Fort Lauderdale, Fla., has students enrolled from elementary through junior college and will eventually have kindergarten and postdoctoral students all going to school in the same general area.

6. These cities are proposing or have approved education parks:

East Orange, N. J.	Syracuse, N. Y.
Berkeley, California	Evanston, Ill.

B. Education Parks can be so planned as to qualify for the financial support of both Federal and State agencies, insuring relief to the local property owner who would otherwise be required to pay a proportionately higher share of the cost of smaller scale, less productive measures.

C. Education Park benefits would be available to pupils at all levels from kindergarten to the 12th grade.

D. Education Parks group together, for maximum availability, many special services including remedial, library, and health and nursing. It is more economical to staff one large library than to maintain service in scattered smaller units. Nursing service would always be available in the Education Park; not as at present, one or two days a week in the individual school. More effective use can be made of the personnel and equipment used in various remedial and special programs.

E. The Education Park, because it is dynamic and flexible, adjustable to the patterns of city-wide environment, would appear to have a better possibility for winning the approval of the public at large. Its approach is basically constructive rather than controversial.

II. AN INITIAL EXPERIMENTAL OR PILOT PROGRAM IS NEEDED, TO BEGIN REDUCING RACIAL/ETHNIC IMBALANCE AT THE ELEMENTARY LEVEL.

Racial/ethnic imbalance is highest at the elementary school level. The effects of racial/ethnic imbalance are most harmful to educational opportunities at this level. Therefore, a program for reducing racial/ethnic imbalance should be undertaken immediately in the elementary schools. This program should involve schools of highest and lowest concentrations of minority groups.

A. The highest proportion of Negro students in any secondary school (69.6%) is exceeded in eight elementary schools, two of these exceeding 90% of Negro pupils in their enrollments.

B. The lowest proportion of Anglo-Caucasian students in a secondary school is 4.8% but one elementary school has fewer than 1% Anglo-Caucasian pupils and 14 have fewer than 10% Anglo-Caucasian pupils in their enrollments.

C. The ideal time to begin intergroup, racial/ethnic programs is at the elementary level. If delayed until the secondary level, such programs may not be as effective. The effective beginning is the early beginning.

D. Programs for reducing racial/ethnic imbalance cannot succeed on the basis of involving ghetto schools with other schools in contiguous areas.

III. AN INITIAL PROGRAM FOR REDUCING RACIAL/ETHNIC IMBALANCE AT THE SECONDARY LEVEL IS NEEDED.

A. Such a program can begin with the reorganization of these six secondary schools: Gompers, Wilson, Lincoln, Hoover, Mann and Crawford.

1. A boundary line would be drawn north and south, dividing the existing high school districts of Hoover-Crawford-Lincoln into two new zones, an east and a west:

West Schools	Capacity	Grades	Capacity	East Schools
Wilson	1800-2000	7/8	2400-2700	Mann
Lincoln	1500-2000	9/10	1500	Gompers
Hoover	2000-2800	11/12	2500-3500	Crawford

(Capacity figures vary by adding or subtracting bungalows)

Students in each zone will attend three schools during their secondary school career: a 7/8 school, a 9/10 school, and a 11/12 school. Based upon the feeder schools listed, the estimated enrollment per secondary school in the western zone will be 1670 and in the eastern zone, 1907.***

Feeder Schools:

WEST			EAST		
Schools	7-12	Minority % **	Schools	7-12	Minority %
Baker	328	98.3	Horton	369	75.1
Balboa	629	85.0	Johnson	265	95.9
Bandini	143	99.1	Kennedy	583	96.2
Chollas	535	90.9	Knox	458	94.0
Emerson	431	95.8	Valencia Park	522	95.2
Meade	267	91.0	Webster	218	....
Adams	477	8.9	Carver	267	41.0
Central	399	48.0	Clay	199	2.0
Edison	307	18.2	Darnell	302	9.9
Franklin	290	3.8	Hardy	316	1.7
Hamilton	496	17.4	Euclid	427	11.8
Rowan	237	9.6	Jackson	372	4.9
Garfield*	192	10.2	Marshall	359	5.3
McKinley*	279	11.2	Montezuma	215	2.4
			Muir	118	3.4
			Oak Park	431	9.0
			Rolando Park	300	8.2
	5010	51.9		5721	42.9

*Presently feed to Roosevelt Junior High. Students in the Memorial Junior High District who attend Lincoln High are included in this plan.

**Minority percentage includes Negro, Oriental, Other Nonwhite and Mexican-American.

***Estimated enrollment figures were compiled without using any of the feeder schools in the Patrick Henry High School area.

B. Under this plan, 10,000 students will receive their secondary education in a multi-racial setting.

C. Some expansion of physical plant would be required at Lincoln and Gompers, both schools at which expansion is feasible.

D. The proposal excludes some 1400 students presently attending Crawford and Hoover who live in the northeast section of the District. It is expected that they will attend a school which is scheduled to be ready for occupancy in 1968-69.

IV. THE BOUNDARY LINE BETWEEN CENTRAL AND HAMILTON ELEMENTARY SCHOOLS CAN BE MODIFIED TO IMPROVE THE RACIAL/ETHNIC BALANCE IN BOTH SCHOOLS.

A. Sixty-two Negro pupils, 34 Mexican-American pupils, and 14 other white pupils can be transferred from Central to Hamilton. Hamilton would transfer 110 children to central.

1. Ethnic Composition of both schools after boundary line change:

	Central	Hamilton
Mexican-American	21%	14%
Anglo-Caucasian	62%(10% incr.)	75% (9% decr.)
Negro	15%(9% decr.)	9% (8% incr.)
Other Nonwhite	2%	2%

2. The change in boundaries will promote equal educational opportunities without impairing the safety or convenience of the the children going to these schools.

a. Central Elementary School receives ESEA aid. Hamilton Elementary does not. It appears that ESEA applications can be revised so that the assistance follows the child. Moreover, compensatory education programs should not be used to freeze minority children into minority-imbalanced schools. The Committee considers that in terms of equal educational opportunities, racial/ethnic balance is more important and desirable than is compensatory education aid.

b. University Avenue bisects the area served by Central Elementary School. However, four sets of signal lights on University Avenue assist children in crossing safely to reach Central.

Fairmount Avenue bisects the area served by Hamilton Elementary School. Most of those pupils involved who live west of Fairmount now have to cross Fairmount to

reach Hamilton. They would not have to do so to reach Central. Pupils living east of Fairmount could use the Fairmount-University traffic signals to travel safely to Central Elementary School.

Children who live south of Myrtle Avenue could use an existing, paved access to go directly to Fairmount and then down Fairmount to Hamilton Elementary School.

d. There is no significant difference in the distance children would have to travel in changing from Hamilton to Central and vice versa. Some Anglo-Caucasian pupils would travel a shorter distance to Central.

V. OPTIONAL ATTENDANCE ZONES ADJACENT TO OR NEAR SCHOOLS OF RACIAL/ETHNIC IMBALANCE FOSTER FURTHER IMBALANCE.

Optional attendance zones serve these purposes:

1. Sometimes families transport children to school because topography makes walking difficult. Parents are given the option of choosing one school as more convenient than another, depending on such family conditions as where the father works, etc.
2. Sometimes the optional zone is helpful in making a transition when a new school is built, or when one school is overcrowded and another is not.
3. Sometimes the option gives students the chance to improve racial/ethnic balance in the school they choose to attend.

The above are legitimate purposes. It is not legitimate to use an option zone to promote racial/ethnic imbalance, for doing so as the same

effect as drawing boundary lines to foster de facto segregation in schools.

(The Crawford-Lincoln and Mann-Gompers optional zones are the southerly part of the Oak Park Elementary School Attendance Zone. These zones were created in September, 1959, when Lincoln was a reasonably well balanced school. In October, 1965, Oak Park Elementary had 12 Negro children in a school population of 662. There were at Mann Junior High School nine Negroes in a school population of 2,669; and, at Crawford High School, 11 Negroes in a population of 3,224. Clearly the effect of these optional zones is that of increasing the Anglo-Caucasian imbalances at Mann Junior High and Crawford Senior High Schools, and of increasing the minority-group imbalances at Gompers Junior High and Lincoln Senior High Schools.)

It appears to the Committee that the continued utilizations of optional attendance zones adjacent to or near schools of racial/ethnic imbalance is unwise, and that such zones would better be incorporated within the boundaries of school attendance zones in a manner to improve the racial/ethnic distribution of pupils in the District.

VI. IF FREMONT ELEMENTARY SCHOOL IS CLOSED, RACIAL BALANCE WILL BE IMPROVED BY FREMONT PUPILS ATTENDING GRANT.

The Administration has informed the Committee that Fremont Elementary School will in the near future probably be discontinued as a regular elementary school. The reasons are:

1. The freeway construction has replaced many of the residential units in the area.

2. The Fremont facilities could adequately serve the needs of a program for seriously mentally retarded children.

The nearby elementary schools to which children might be assigned are Grant and Dewey. A compilation of the racial/ethnic compositions of the three schools shows that combining Fremont with Grant would improve balance, while combining Fremont with Dewey would tend to create minority-group imbalance.

Ethnic Distribution - 1965-66

	Dewey	Fremont	Grant
Mexican-American	8.3 %	35.6 %	4.1 %
Anglo-Caucasian	50.1	58.1	95.3
Negro	19.8	0.5	....
Oriental	10.0	....	0.6
Other Nonwhite	11.8	5.8	....

VII. SUMMER SCHOOL PROGRAMS OFFER OPPORTUNITIES FOR IMPROVING RACIAL/ETHNIC BALANCE.

Summer school was once regarded as a place to "make up" failure in school work. Summer school has become largely a voluntary experience. The majority of the students who attend go for enrichment purposes. They take courses of special individual interest, or they take courses so that, during the regular school year, they will have periods available for other courses or time for student body association and extra-curricular activities.

To attend a racially/ethnically mixed school is in itself a valuable educational experience. It is, therefore, possible to plan the summer schools programs with racial/ethnic balance in mind. Especially attractive enrichment courses can be offered in certain schools which are situated to be attended by substantial numbers of students in both the majority and minority ethnic groups. Courses could also be offered only at certain schools in order to attract students to schools other than the one they regularly attend.

FINDINGS ON SCHOOL STAFFING

I. THE PRIMARY OBLIGATION OF THE SCHOOL SYSTEM IS TO MEET EDUCATIONAL NEEDS AND OPPORTUNITIES OF ALL CHILDREN. THIS OBLIGATION IS PARAMOUNT AND TAKES PRECEDENCE OVER OBLIGATIONS THE DISTRICT HAS TO APPLICANTS FOR EMPLOYMENT OR TRANSFER.

The employment policy of the San Diego City Schools, adopted by the Board of Education, November 19, 1963, provides:

> "The Superintendent shall have sole responsibility for the classification and assignment of each employee in accordance with law, Board of Education policies, the employee's qualifications, and the needs and best interests of the school district."

The Committee believes that the Superintendent, in carrying out his sole responsibility under the Board's employment policy, must utilize that responsibility strictly so that the needs and best interests of the children in achieving equal educational opportunities will always be weighed most heavily whenever employment, assignment, and transfer policies are implemented. The inconveniences, hardships, and desires of teachers are proper considerations in making teacher assignments and transfers. School policy and its administration, however, should make it clear that where the needs and best interests of the children in achieving equal educational opportunities may be impaired by such assignments or transfers, the obligations to the children of the schools outranks in importance the obligations to teacher applicants for employment or transfer.

II. ALL CHILDREN FOR EDUCATIONAL REASONS NEED TO SEE PERSONS OF DIFFERENT RACES AND DIFFERENT ETHNIC GROUPS WORKING IN POSITIONS OF RESPONSIBILITY AND AUTHORITY. MINORITY GROUP CHILDREN AS PART OF THEIR EDUCATIONAL

OPPORTUNITY NEED TO OBSERVE THAT THEIR OWN RACIAL/ETHNIC GROUP IS ADEQUATELY REPRESENTED AMONG SCHOOL EMPLOYEES.

A major function of the schools in a free society is to prepare the child to live a satisfying life and to assume the responsibilities of citizenship in that society. The problem of racial and ethnic diversity is one of the most urgent pieces of business confronting our society today.

The child, no matter of what racial extraction, whose experience in the formative years has been limited to situations involving only one ethnic group is deprived of a dimension which would aid him in becoming a better citizen in our society. If the child has never seen people of different races and different ethnic groups working in positions of responsibility as teachers, counselors, principals, classified personnel, etc., then there is the danger that he will develop a warped view of the world in which he lives. The child may not perceive the wide variety of persons who have contributed to our society.

The damaging effects of being educated in a school system which has its most responsible positions filled by all Anglo-Caucasian personnel are increased for children in minority groups. They are denied equal educational opportunity to a greater degree because a part of the schools' assignment of preparing the children to live fruitful lives is achieved by providing models with which the child can identify as he builds his character. Negro and Mexican-American children find it difficult to identify with teachers, counselors, principals, etc., if all of these are Anglo-Caucasian.

This is not to imply that the Negro child and the Mexican-American child cannot identify with personnel of different races or ethnic groups. It is to assert, however, that if every such position in the child's experience is filled by an Anglo-Caucasian, the child will see this as a necessary dimension of the position and will be denied the added motivation which accrues to other children who can identify with their teachers.

Minority students question the use of pursuing education and training for responsible jobs when they see minority group applicants are rarely hired to fill such positions. They may wonder why the school system in which they are being educated employs so few applicants from their own racial/ethnic group.

III. RACIAL/ETHNIC IMBALANCE EXISTS IN BOTH THE CLASSIFIED AND THE CERTIFICATED STAFFS.

The Ethnic Survey of Employees, October 5, 1965, indicates the percentages of each racial/ethnic group in Classified employment as:

	Anglo-Caucasian	Negro	Mexican-American	Oriental	Other
Clerical, Secretarial & Tech.	97.9	0.6	1.0	0.3	0.2
Custodial	89.5	7.8	2.2	0.1	0.4
Cafeteria	95.1	1.5	2.3	0.9	0.2
Gardeners, Maint. & Constr.	95.3	1.0	3.3	0.7	0.3
Subetitute & Casual	77.1	15.6	1.7	0.7	0.7
Student Employees	77.5	14.8	2.1	...	...
Other	90.3	2.4	7.3	...	...
*TOTAL	92.3	4.5	2.5	0.4	0.3

The percentages of each racial/ethnic group in Certificated employment are indicated by the Ethnic Survey of Employees as:

Administrators	97.3	0.8	1.9	...	...
Contract Tchrs	94.6	3.2	1.4	0.6	0.2
Nurses & Drs.	98.8	1.2	...	...	...
Subst. Tchrs	89.7	8.3	1.0	1.0	...
Hourly Tchrs	92.9	2.4	4.0	0.7	...
**TOTAL	94.5	3.0	1.8	0.6	0.1

**Survey covers only those subetitutes working on the day the survey was made

*Classified supervisory employees are included with the group surveyed

While 21% of the District's pupils are of the minority groups, only 5.5% of the teachers and 7.7% of the classified employees are drawn from the minority racial/ethnic groups.

The Survey shows that most minority group personnel in Classified jobs are student employees, substitutes, casual laborers, and custodial employees. Only five Negro and eight Mexican-American employees are listed as having clerical, secretarial or technical positions.

Racial/ethnic imbalances among classified employees are attributed by the Administration to shortages of qualified minority group applicants.

1. The Administration presents data from the 1960 U. S. Census showing the number of Negro, Nonwhite or Mexican-American individuals in professional, technical, managerial, clerical and other skilled categories. This number is a lower percentage of the total minority population than the corresponding number of Anglo-Caucasians is of the total Anglo-Caucasian population. There is no data, however, showing by race the relative number of persons <u>seeking</u> employment in each occupational category.

2. Other data from the Census indicates that the level of education is lower in the minority groups than in the general population.

Racial/ethnic imbalances in the classified staff are attributed in evidence received by the Committee to employment procedures of the District. These procedures, although not designed to do so (as may have been the case in the past), operate to the disadvantage of minority persons:

1. The distribution of formal announcements of examinations does not effectively reach minority groups.

2. A 7-day minimum application period before examinations are given may be too short, particularly when the vacancies are publicized through the neighborhood newspapers which usually publish on a weekly basis.

3. Examinations are not realistically related to the duties of the job, often requiring academic accomplishments which are not necessary for competent performance of the work to be done. Such examinations have been characterized as "excluding devices."

Present-day shortages of qualified minority group applicants contribute to certificated staff imbalances:

1. The District seeks teachers who have the highest possible qualifications in their field of teaching, and who give evidence by their attitude, experience, and training of being potentially successful in a wide range of teaching situations. The Committee agrees that proper qualifications for teaching must take precedence over all other considerations in the selection of teachers for the school system.

   a. The Personnel Division staff has said that "Our recruiters would never knowingly employ a person who was incapable, as far as we can judge, of working with all kinds of pupils in our District. Prejudice has no place in effective teaching."

   b. The school administration states that in recruiting teachers among college graduating classes "It is important that their training programs be compatible with our needs."

   c. The administration has reported that "recruiting teams visited the following Negro colleges last year: Spellman College and Morehouse College (Atlanta, GA.), and Knoxville College (Nashville, Tenn.)."

Racial/ethnic imbalances in certificated staff are attributed by testimony to the Committee to:

1. Not enough out-of-state institutions are visited.
2. Applicants from California colleges having large minority enrollments have not been visited.
3. Recruitment has been curtailed by alleged lack of funds.
4. Past recruitment policies and practices.

IV. A SIGNIFICANTLY HIGH PERCENTAGE OF NEGRO AND MEXICAN-AMERICAN TEACHERS ARE ASSIGNED TO SCHOOLS HAVING HIGH CONCENTRATIONS OF NEGRO AND MEXICAN-AMERICAN PUPILS.

It is not healthy for the minority child to realize minority personnel are assigned almost exclusively to schools in the ghetto. The damage is twofold. It implies, first, that minority personnel are ersatz, useful only in special situations; and, second (derived from the first), that schools in which minority personnel work must themselves be inferior. The combined effect is to damage the child's self-image.

School policies and practices which in use make children feel either inferior or unfairly treated impair motivations for learning.

*Comparison of Distribution of Minority Group Teachers and Pupils in Elementary Areas

**Area No.		Mexican-American No.	%	Negro No.	%
1	Teachers	2	6.9	2	2.7
	Pupils	339	5.3	60	0.7
2	Teachers	2	6.9	3	4.2
	Pupils	499	7.8	36	0.4
3	Teachers	4	13.8	2	2.7
	Pupils	622	10.3	496	6.1
4	Teachers	4	13.8	0	0.0
	Pupils	173	2.7	5	0.1
5	Teachers	3	10.3	2	2.7
	Pupils	948	14.8	248	3.0
6	Teachers	6	20.7	27	37.0
	Pupils	1141	18.0	2949	36.1
7	Teachers	6	20.7	35	48.0
	Pupils	2085	32.7	4281	52.5
8	Teachers	2	6.9	2	2.7
	Pupils	537	8.4	93	1.1

TOTAL: Teachers	29	100.00	73	100.0
Pupils	6384	100.0	8168	100.0

*Figures taken from:
Pupil Ethnic Survey 1965-66, prepared by Dept. of Administrative Research
Ethnic Survey of Employees, October 5, 1965, prepared by Research and Reports Section, Certificated Personnel Dept.

**See Map of Elementary School Areas, page 64.

Areas 5, 6 and 7 have 65% of all Mexican-American elementary pupils. These same areas have 52% of all the Mexican-American teachers.

Areas 6 and 7 have 88.6% of all Negro elementary pupils. The same areas have 85% of all the Negro teachers.

Data on junior and senior high schools were not broken down into individual schools in the Ethnic Survey.

V. A SIGNIFICANTLY HIGH PERCENTAGE OF PROBATIONARY TEACHERS ARE ASSIGNED TO SCHOOLS HAVING HIGH CONCENTRATIONS OF MINORITY GROUP PUPILS.

Many <u>experienced</u> teachers are employed by this District as "probationary teachers."

<u>All</u> inexperienced teachers must begin as probationary teachers. As a general rule, therefore, probationary teachers tend to be the new, the young, and the inexperienced. A practice which results in the assignment of a high percentage of new and inexperienced teachers to areas of greatest difficulty and educational demand is unrealistic and self-defeating.

A percentage comparison of probationary teacher assignment to (1)Negro student enrollment, (2) Mexican-American student enrollment and (3) total Negro/Mexican-American student enrollments is shown on page 57.

*Percentage of Probationary Teachers in Elementary Areas in Relation to the Enrollment of Negro and Mexican-American Pupils and total number of Teachers

Areas	% Negro Pupils	% Mex-Am Pupils	1st Yr. Prob'y	Total Prob.	Total No. Teachers	% 1st yr. Prob.Tch.	% Total Prob'y **
1 No.Beach	0.8	4.7	23	69	223	10.3	30.9
2 Clairem't	0.3	4.6	58	125	325	17.8	38.5
3 K.Mesa	4.6	6.1	67	166	352	19.0	47.2
4 Northeast	0.1	2.2	35	64	231	15.2	27.7
5 E.San D.	3.0	11.4	39	76	252	15.5	30.2
6 Southeast	28.5	11.0	89	172	323	27.6	53.5
7 Logan Hgts	59.2	28.9	74	154	288	25.7	53.5
8 Pt.Loma-W.Central	1.2	7.1	36	71	231	15.6	30.7

*1. Pupil Ethnic Survey, 1965-66, Release #4
2. Distribution of Probationary Teachers, 1965-66, Release #43
**See graph, page 65.

VI. TEACHER TRANSFER PRACTICE HELPS PERPETUATE RACIAL/ETHNIC IMBALANCE IN CERTIFICATED PERSONNEL AT SCHOOLS HAVING HIGH CONCENTRATIONS OF MINORITY GROUP PUPILS.

The policy is to place a teacher in a school by assignment, which is often based upon the teacher's expression of preference. Generally, the teacher remains in this assignment until a transfer is requested. This policy frequently results in staffing imbalance and the creation of long-held highly-prized, so-called "status" positions in the school system.

District Procedure No. 4330 provides the following criteria for considering the transfer requests of teachers: (1) vacancies available must be considered as well as qualifications needed for the replacement, (2)seniority, (3) special needs, and (4) other factors.

Data sufficiently refined to permit comparison of rates of transfer by area was not available from the administration.

The highest number of transfer requests come from the area of highest minority concentration and the fewest transfer requests come from the areas of lowest minority group concentration.

VII. FEW MINORITY GROUP TEACHERS HAVE BEEN PROMOTED FROM TEACHER RANKS TO ADMINISTRATIVE AND SPECIALIST RANKS.

There were no Negro administrators in January, 1964. There were three in October, 1965.

Administrative policy provides that promotion from teacher ranks to administrative and specialist ranks is based upon a combination of written test, experience, training, and oral interview. These are all valuable and necessary tools for proper evaluation of administrative capacity. They do, however, include many subjective factors which make exclusion or discrimination(in the hands of those who have conscious or unconscious prejudices) possible. The statistics indicating a very low number of Negro administrators suggests the desirability of some administrative introspection.

Of Negro staff members replying to a Committee questionnaire, 40% felt that seldom did all personnel have an equal opportunity for promotion regardless of race.

VIII. THE CONSENSUS OF BOTH CERTIFICATED AND CLASSIFIED PERSONNEL, WHETHER NEGRO OR WHITE, IS THAT THE DISTRICT'S HIRING AND PROMOTION POLICIES ARE CARRIED OUT IN PRACTICE.

Negro staff members were somewhat more critical of existing practices. The responses were elicited by questionnaire. The questionnaire measured staff attitudes.

The following items show a comparison of the responses of the white staff members of the the ESEA schools and the non-ESEA schools and the graphs (pages 66-72)show the total responses of the staff members from both groups of schools:

Question 1: Do you feel that the School District employs all of their personnel on the basis of their training and experience rather than let the race of the applicant affect the employment decision?

There were no significant differences in attitudes between the white staff in the non-ESEA and the ESEA schools. The survey revealed that over 25% of the Negro staff members feel that race of the applicant affects the employment decision and that the District does not employ all personnel on a basis of training and experience. However, over 60% of the Negro staff members indicated that the District always or usually employed on the basis of training and experience without regard to race.

Question 2: Do you believe that the racial balance in a school is a determining factor in the assignment of personnel to the various schools?

There was little difference in attitude between the white staff members. However, there was a significant difference in the attitudes of the Negro staff members. Over 50% indicated that racial balance in a school is a determining factor in the assignment of personnel to the schools. Of the white respondents, 24% in the non-ESEA schools and 21% in the ESEA schools indicated that they felt that racial balance was a determining factor in assignment of personnel.

Question 3: Do you feel that schools with a high percentage of non-white students have personnel with less experience and training?

There was an indication that the Negro staff members felt that schools with a high percentage of nonwhite students had personnel with less training and experience than the other schools in the District. The white members in the non-ESEA schools were more inclined to this viewpoint than the white staff members in the ESEA schools.

Question 4: Do you feel that all of the personnel regardless of race have equal opportunities for promotion?

There was little difference in the attitude of the white staff members. There was a considerable difference in the feelings of the Negro staff members since 40% felt that seldom did all personnel have an equal opportunity for promotion regardless of race.

Question 5: Is there a strong tendency for the District to ignore transfer requests of personnel from schools with a large Negro population?

There was little difference in the feelings on the part of both white groups and the Negro staff members concerning the ignoring of requests for transfer. Possibly the most significant data is that about 40% of all three groups had no opinion on this question.

Question 6: Is there a strong tendency for the District to ignore transfer requests of personnel from schools with a huge Mexican-American population?

There is little difference in the feelings of all three groups concerning the ignoring of transfer requests in schools with a large Mexican-American enrollment. Again, as in Question 5 about transfers from predominantly Negro schools, it seems significant that even a greater percentage of all three groups had no opinion about transfer requests from schools with predominantly Mexican-American enrollment.

Question 7: Do you believe the turnover of personnel in the schools with predominantly white students is less than the turnover in which the Negro and/or Mexican-American students represent the predominant enrollment?

There were some differences in opinion on the part of the white staff members in the non-ESEA and ESEA schools concerning the relationship of staff turnover to the enrollment of Mexican-American or Negro pupils. However, the differences were not significant. Almost three times as many of the Negro staff members (over 30%) felt that the turnover of teachers is <u>always</u> less in schools with predominately white pupils. Of the white non-ESEA staff, 52% felt that turnover of personnel in white schools is "always or usually" less; 55% of the Negro staff felt that turnover of personnel in white schools is "always or usually" less (staff of non-ESEA schools).

Teachers who replied to the Committee's questionnaires added their own comments and these expressed concern with the teaching difficulties in the segregated environment of the minority imbalanced school.

Among the concerns expressed were:

1. Unhappiness in dealing with large classes,
2. Lack of rapport with children, parents and community,
3. Lower level of expectation by parents and community,
4. Inadequate counseling,
5. Misconceptions brought to Negro schools by Caucasian teachers,
6. Discipline problems intensified by deprivation,
7. Poor reputation in the city of de facto segregated schools,
8. Lesser teaching effort in some cases related to lack of PTA and individual parent interest,
9. High ratio of probationary teachers, and
10. General effects of economic and cultural deprivation on the minority group children.

IX. IN INTERPERSONAL RELATIONSHIPS AMONG PEOPLE OF DIFFERENT ETHNIC BACKGROUNDS, ATTITUDES OF ADMINISTRATORS, TEACHERS, AND OTHER SCHOOL PERSONNEL ARE OF MAJOR IMPORTANCE IN ACHIEVING EQUAL EDUCATIONAL OPPORTUNITIES FOR MINORITY GROUP CHILDREN.

Attitudes, whether they reflect District policy or individual values, affect behavior. An individual's expression of an attitude affects or determines the behavior of others. Children are unusually sensitive to attitudes on the part of those who hold responsibility over them.

1. There is evidence that some administrators discourage intergroup activities, even those relating to the correction of the effects of racial/ethnic imbalance.

2. Throughout the system, administrative personnel have made invidious comparisons between schools in different areas. Teachers who are assigned to the minority imbalanced schools have been reported to "come to the school with feelings of anxiety and fear. They sometimes feel let down by the system." They are led to believe and feel that many of the aspects of the de facto segregated school are not "as good as" other schools. They do not have the same rapport with the children, the parents, or the local neighborhood. This often leads to a situation in which the teachers' performance is not as good as it would be elsewhere. They assume and expect that the students will not do as well as students elsewhere. The result is that the students are "not pushed as hard as they might be, and they don't do as well as they might," with more encouragement and motivation.

3. There is much confusion between identifying the education problems of cultural deprivation and education problems of de facto segregation.

It appears it is not evident to many in positions of policy-making, administrating, and teaching that compensatory education -- immediately valuable and important as it is -- does not meet the legal requirement of reducing racial imbalance in the schools. There is little differentiation made between expressions of policy and expressions of individual feelings. There is insufficient recognition that conflicts between personnel and students and/or parents may sometimes be due to the different attitudes and values of the individuals involved. A transfer to a preponderately minority group school is looked upon frequently as a punishment.

4. Such attitudes are themselves the product of an educational system that is out of balance. Their effect is to foster and promote continuing imbalance. A vicious cycle is created. In a country which can recruit Peace Corps volunteers to go cheerfully to the most sorely afflicted troublespots on this earth, why should so many teachers shrink from assignments to schools in mid-San Diego?

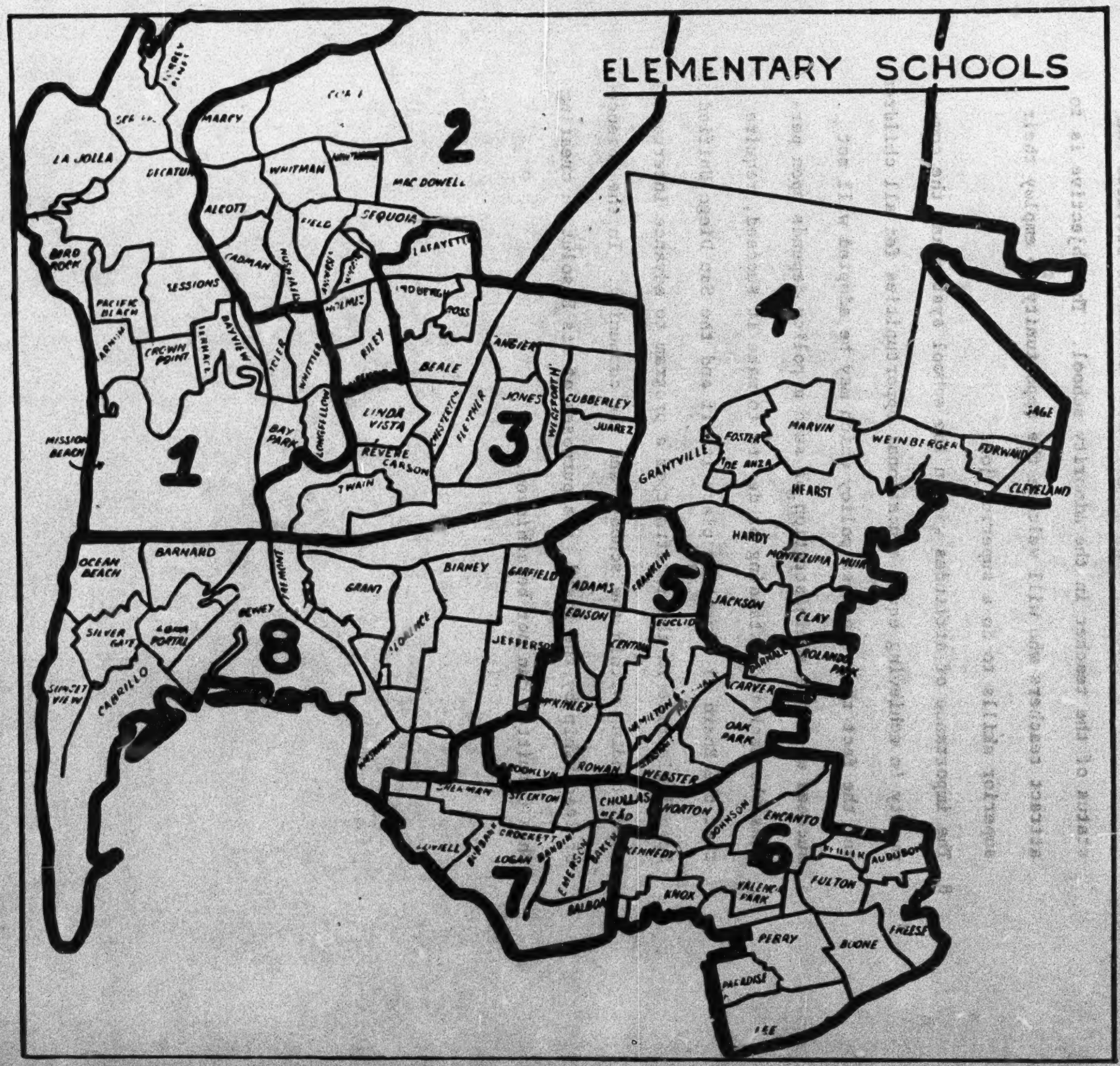
5. In San Diego, one child in five is a minority-group child. Yet the Committee finds there is not, either at San Diego State College or generally in the teacher-training institutions of the State of California, any required program to assist in the development of the individual's sensitivity in interpersonal relationships, especially those involving interracial experiences.

6. The Committee highly commends the Superintendent's presently contemplated intergroup-training plan for all personnel. It is regarded by the Superintendent as training of a kind to be required for employees in the District. With this the Committee agrees.

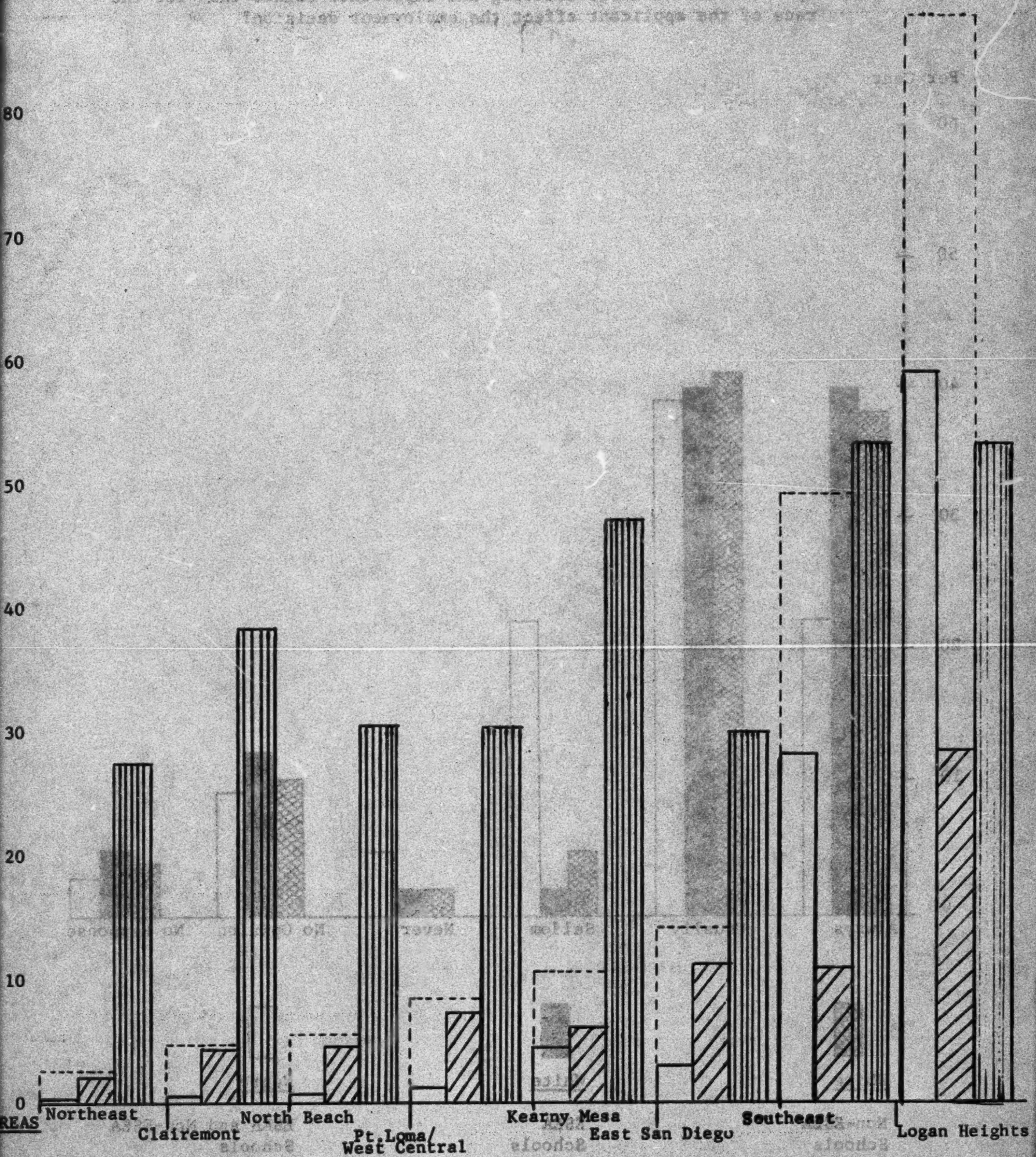
7. The response of teachers indicates that merely paying more money to teachers in these schools stigmatizes instead of elevates the status of the teacher in the minority school. The objective is to attract teachers who will welcome the opportunity to employ their superior skills to do a superior job.

8. The importance of attitudes within the school system and the community in achieving equal educational opportunities for all children, and the fact that the best policy which may be adopted will not succeed when the administration of such a policy depends upon persons who lack understanding or desire to make it succeed, require that the Board of Education place itself and the San Diego Unified School District in the forefront of a program to advance interracial understanding within the schools and the community. In the absence of leadership by the Board, the purposes of its Resolution creating this Committee can not be achieved.

ELEMENTARY SCHOOLS

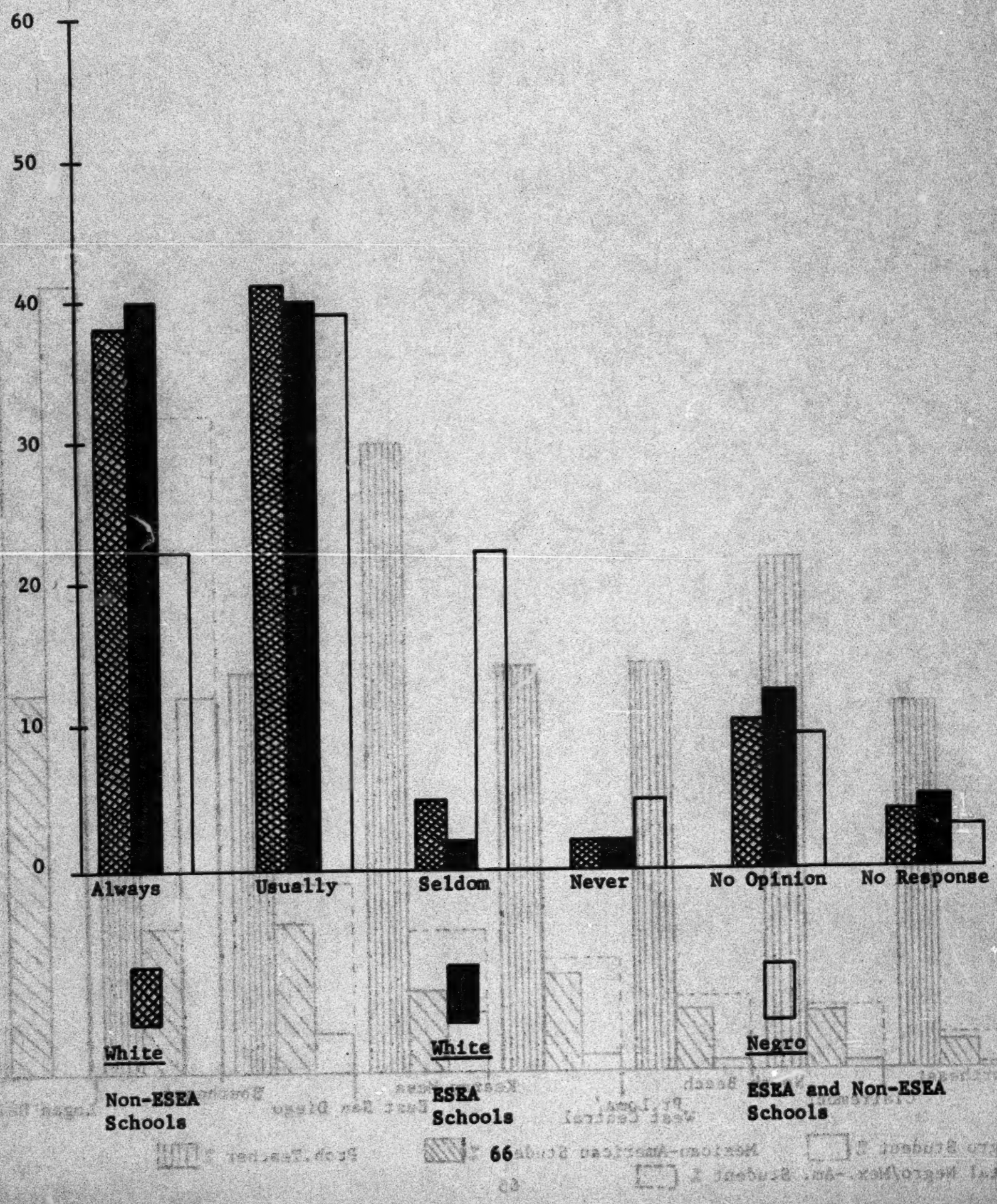


% COMPARISON OF PROBATIONARY TEACHER ASSIGNMENT
TO: % NEGRO STUDENT ENROLLMENT
% MEXICAN-AMERICAN STUDENT ENROLLMENT
% TOTAL NEGRO/MEXICAN-AMERICAN STUDENT ENROLLMENTS



PERSONNEL PRACTICES ATTITUDE SURVEY

Question 1: Do you feel that the School District employs all of their personnel on the basis of their training and experience rather than let the race of the applicant affect the employment decision?



PERSONNEL PRACTICES ATTITUDE SURVEY

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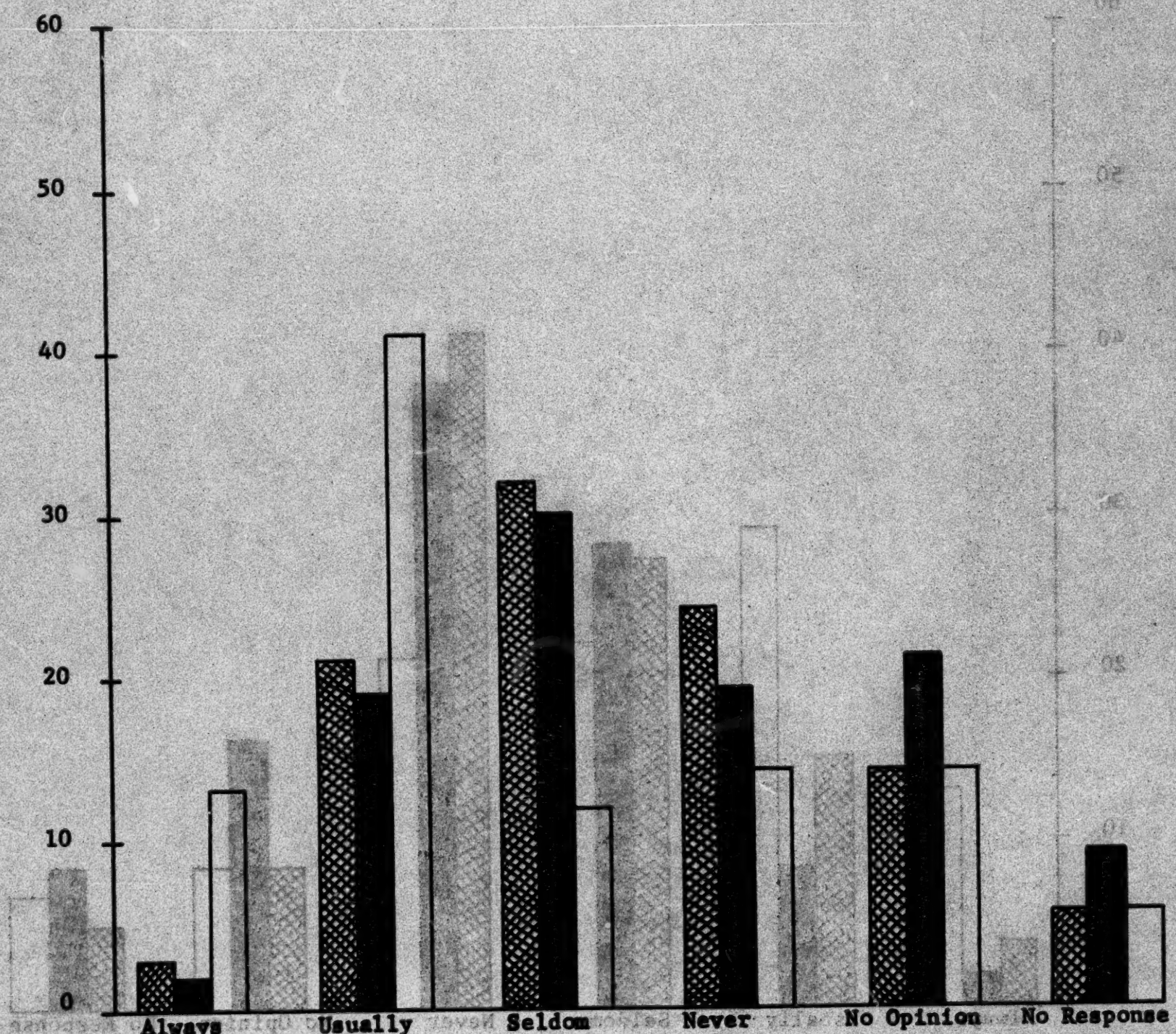


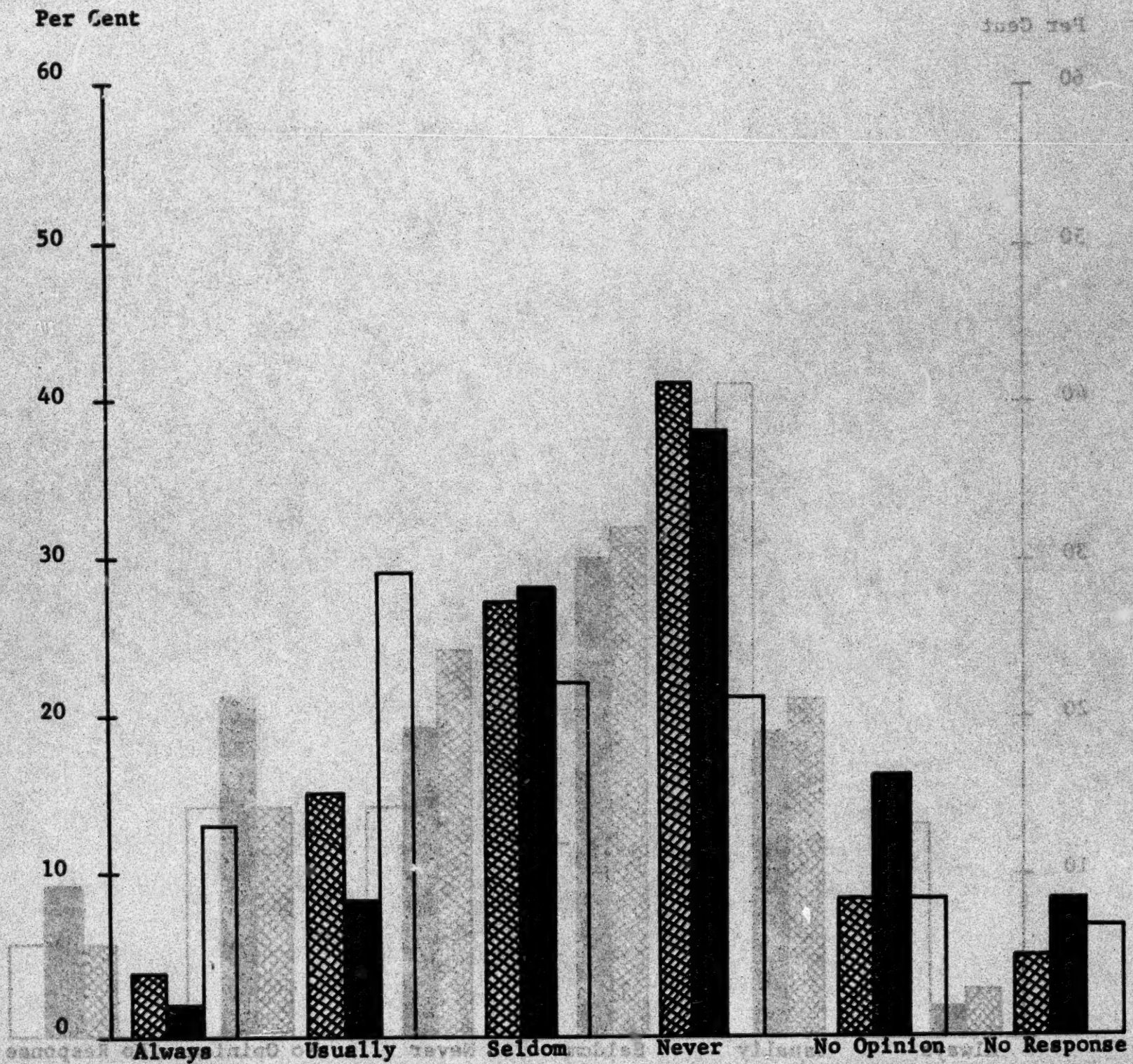
White — Non-ESEA Schools

White — ESEA Schools

Negro — ESEA and Non-ESEA Schools

PERSONNEL PRACTICES ATTITUDE SURVEY

Question 3: Do you feel that schools with a high percentage of non-white students have personnel with less experience and training?



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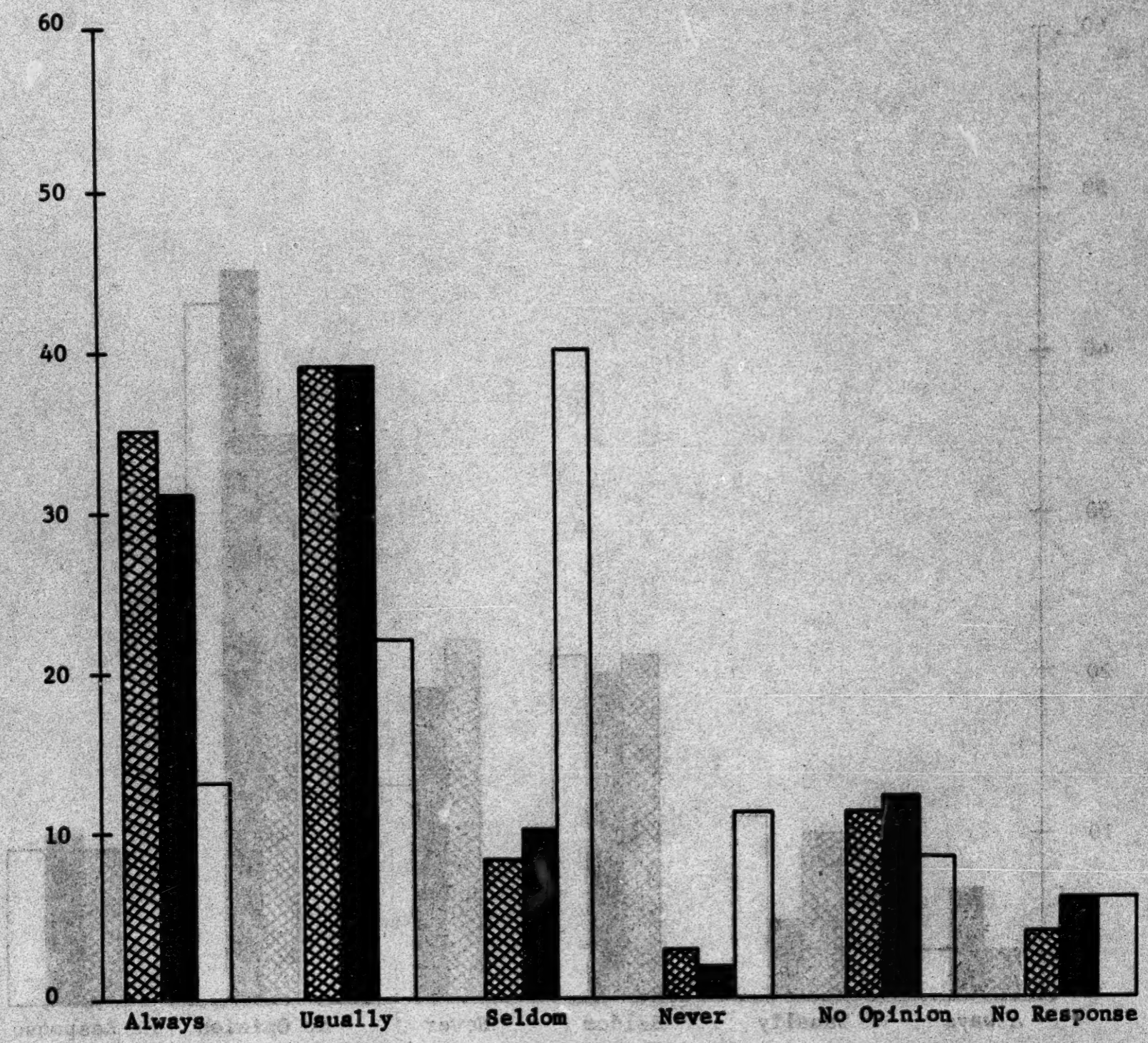
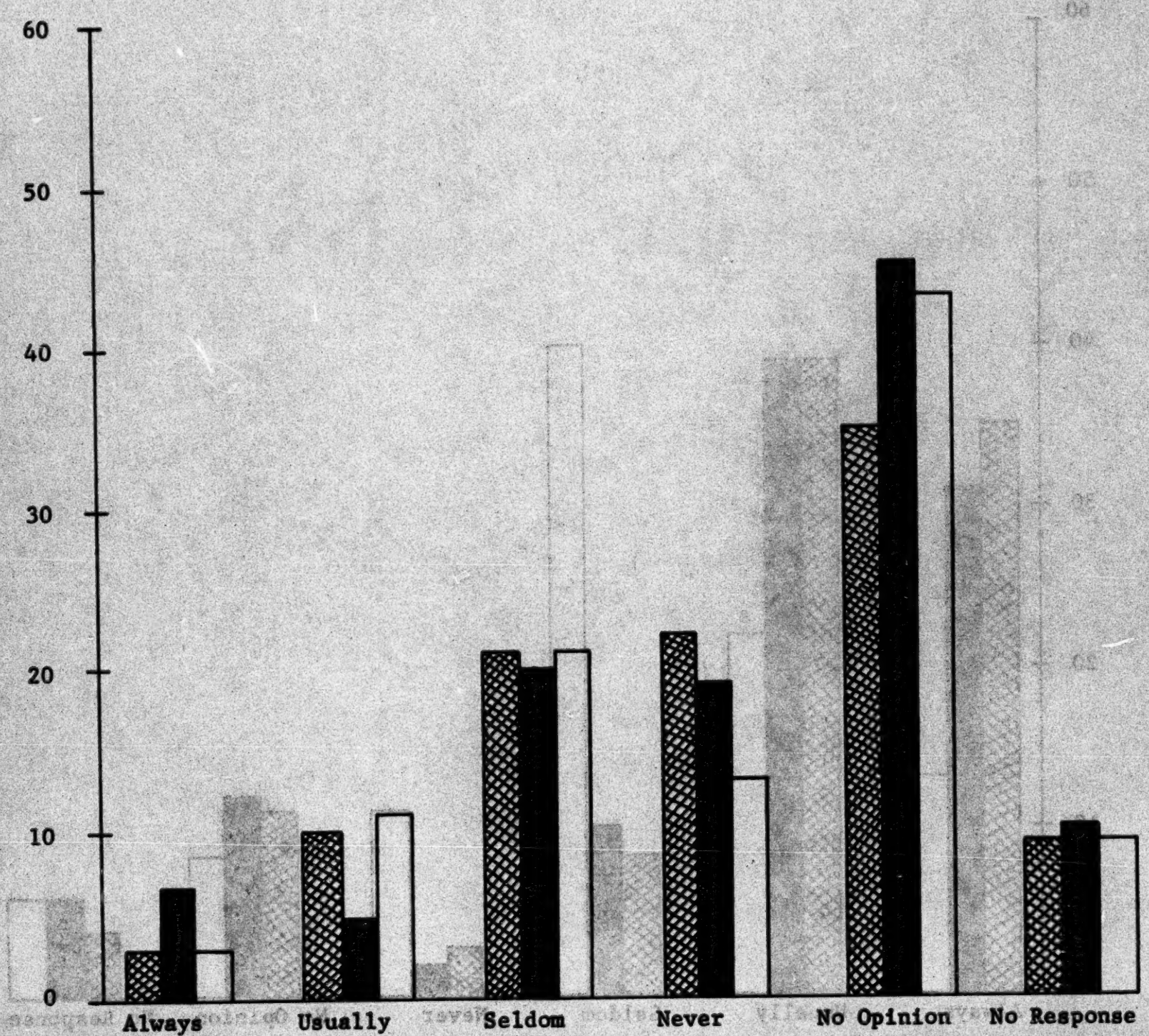


PERSONNEL PRACTICES ATTITUDE SURVEY

Question 5: Is there a strong tendency for District to ignore transfer requests of personnel from schools with a large Negro population?



PERSONNEL PRACTICES ATTITUDE SURVEY

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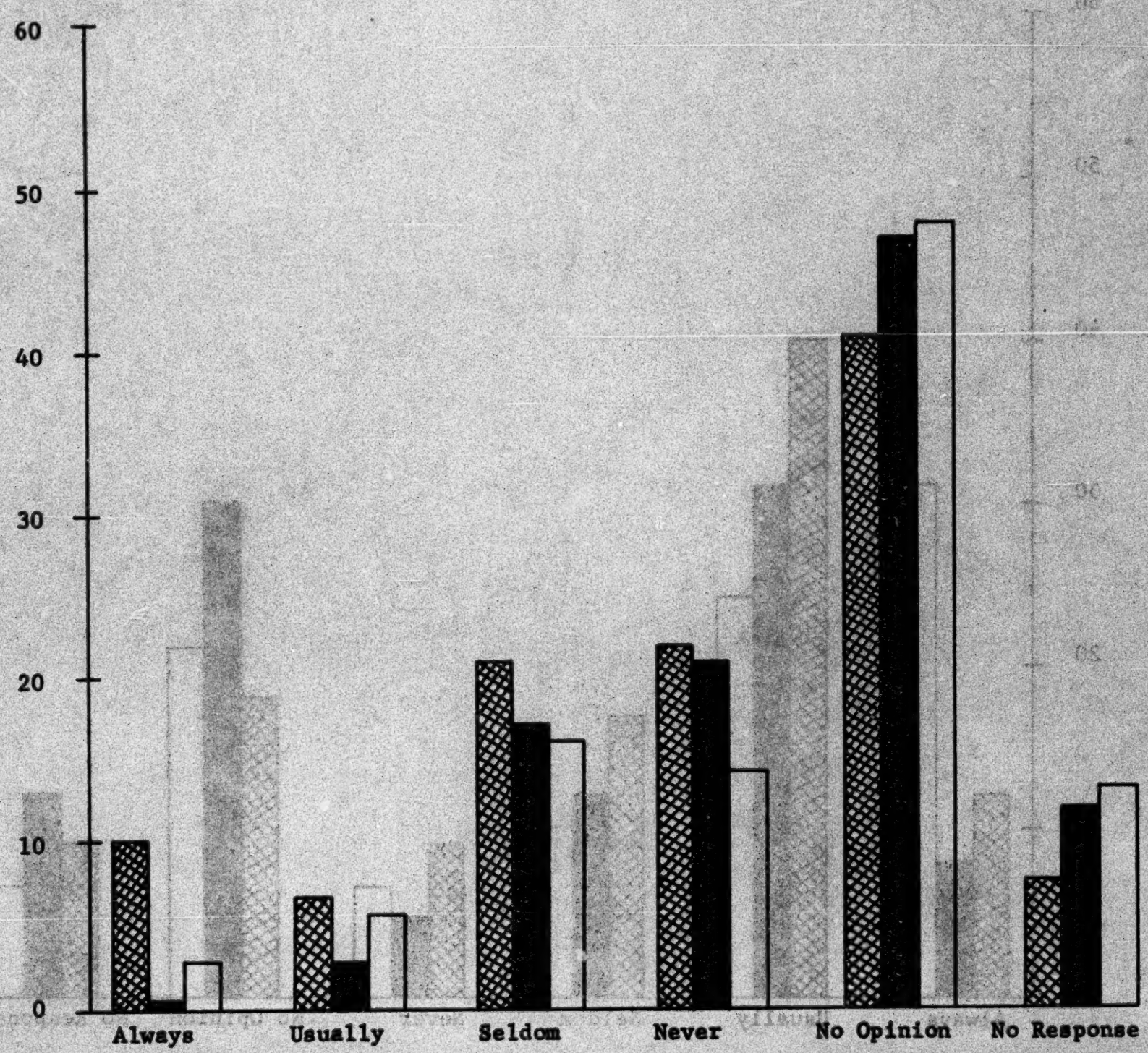

PERSONNEL PRACTICES ATTITUDE SURVEY

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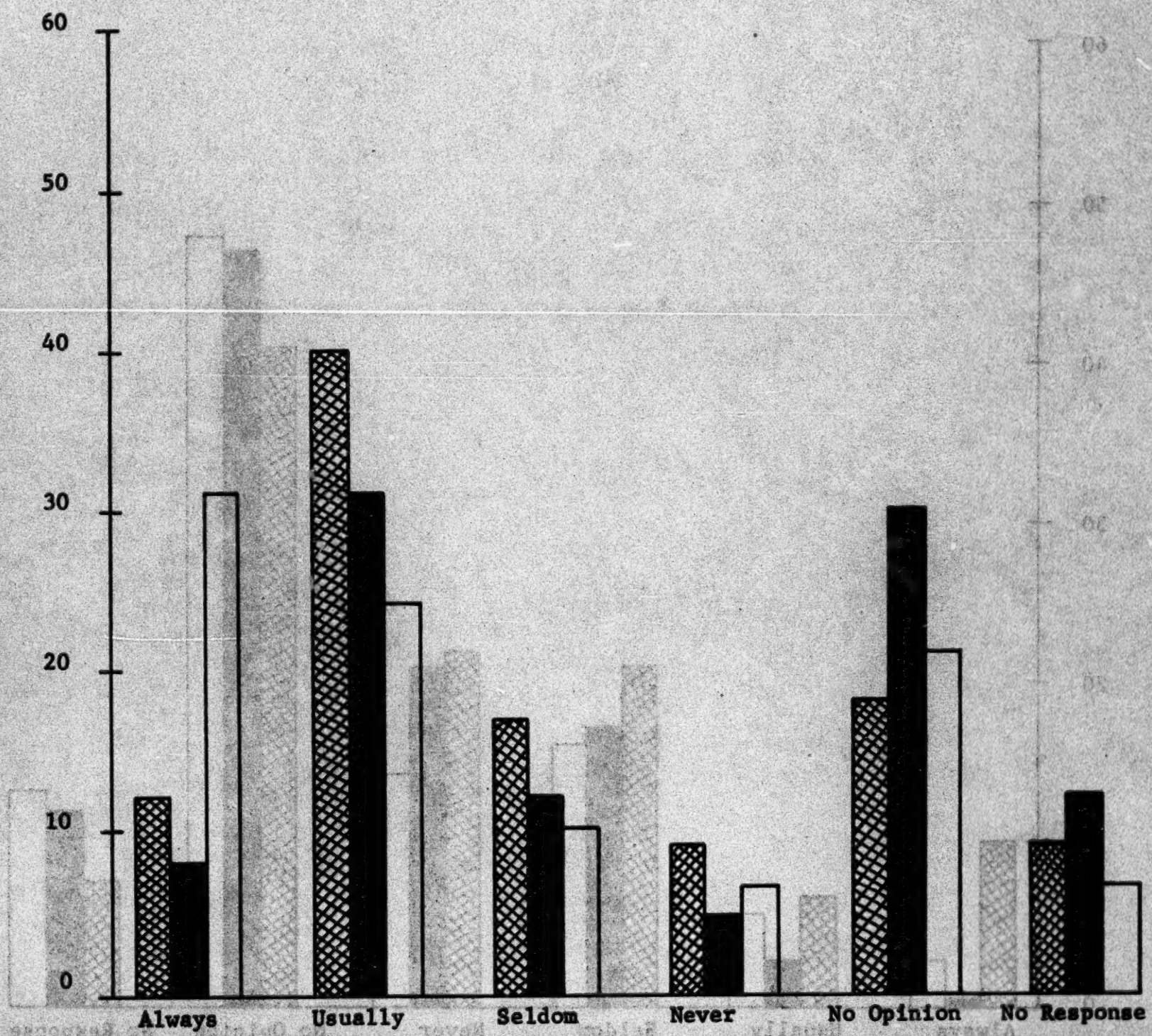

FINDINGS ON CURRICULUM

I. CURRICULUM IS A MAJOR CONCERN OF PARENTS AND OBSERVERS WHO FEAR THAT EQUAL EDUCATIONAL OPPORTUNITIES ARE LACKING IN SAN DIEGO.

At the Open Hearings, twenty per cent of the presentations by witnesses included reference to curricular inadequacies or deficiencies. Additional criticisms and suggestions for improving the curriculum were received by the Committee during the course of its investigation. Most of this concern was focused on the secondary school level, where students follow specialized courses of study.

The educational principles and philosophy affirmed by the District are stated in the Digest of the Secondary School Curriculum:

> The San Diego City School System has the responsibility of providing the best possible education for the children and youth of San Diego. In so doing the schools must attempt to impart the knowledge, skills, and attitudes needed for citizenship in a free society and for personal, social, and vocational competency. The schools also serve as a means of transmitting the great American heritage to each generation. Finally, they must do their best to inspire in young people a desire to achieve excellence in whatever they attempt.

The measure of quality of any institution is not by the policies it adopts but by the consistent and effective manner in which it carries the policy into practice. The Committee therefore gave attention to the correlation between the schools' excellent statement of policy and the practices it follows or allows in implementing the policy.

In practice, the curriculum, as it is administered, does not uniformly and effectively carry out its above-stated policy so as to provide for the particular and special needs of minority group students who attend schools of high minority concentration.

A. Courses of study at different secondary schools are not equal in variety and quality.

The District's secondary school curriculum is a "comprehensive" one. It includes a wide range of programs and courses for students of differing interests and abilities.

There are:

*Honors courses for the most able 12th Grade students
*Advanced courses for the most able 11th Grade students
College Preparatory courses for students of ability and above average achievement at the time of entering 9th Grade
Basic Academic and Business Education, etc., courses for students who do not plan to go to college
Vocational courses for students planning to enter trade and industrial occupations
Work-Experience Programs
Special Training and Adjustment classes

*Diplomas bearing the inscription "With Academic Distinction" are awarded to students whose achievement has been outstanding in a program of "Courses in the Curriculum of Academic Distinction."

B. Individual students' programs of study are planned by school counselors--actually, by class advisors who do the counseling. Under District policy, the counselor/advisors are charged with the responsibility of planning both an annual and a long-range program of studies for each student, in cooperation with the student and the parents.

C. Students of equal ability, because they attend different schools in the District, may not always have the same opportunities to follow the same program of studies.

The smaller schools offer fewer courses from the total curriculum. The courses that are offered are selected in accordance with the 'pre-plan' requests of students. Courses having the same number and description often vary in quality because teachers, though equally 'qualified' in the sense of possessing the necessary professional qualifications to teach, are not

equally effective. Administration supervision and control over teaching practices and course contents do not adequately deal with this inherent problem. Courses also vary in quality because students are not equally equipped to perform adequately.

(How this works is indicated in a comparison of Crawford and Lincoln High Schools. They are neighboring schools. Crawford has 3,364 students, 97.2% of them Anglo-Caucasian, in a school designed to handle 1,500. Thirty bungalows are used to house classes at Crawford. Lincoln has 1,424 students and has empty classrooms sufficient to serve 300 or 400 additional students. Enrollment at Lincoln is 8.8% Anglo-Caucasian; 69.2%, Negro; 16.4%, Mexican-American; and 2.8%, Oriental, with 2.8% other Nonwhite.

Crawford has 114 course offerings, Lincoln has 104. Crawford has 17 foreign language courses (including Latin) while Lincoln has seven. Administrators state that the difference exists because more Crawford students requested Latin and advanced language courses. This may, however, be a surface explanation for the evidence also suggests that the result of inadequate counseling may discourage, or at best fail to motivate, students to make such requests. An unstated underlying reason is that students from middle-class, Anglo-Caucasian home and community environments are more likely to be informed of the value of Latin study.)

Evidence shows low enrollment and poor performance in Lincoln's advanced classes.

The minority group student of high academic ability who attends Lincoln High School does not have the opportunity to attend classes equal in quality to the classes attended by the high ability Anglo-Caucasian student who goes to Crawford.

Equal educational opportunity does not exist so long as courses offered at one school are not available at another on the same level.

A logical conclusion to this Committee is that schools, when adjusted to better numerical and racial/ethnic balance will be more nearly equal in their curriculum offerings. Meanwhile, the curriculum in practice gives added force to the ill effects of de facto segregation.

II. SCHOOL CURRICULUM AND EDUCATIONAL MATERIALS SHOULD INCLUDE FULL AND ACCURATE PRESENTATION OF THE CONTRIBUTIONS OF MINORITY RACIAL/ETHNIC GROUPS IN CREATING AND PRESERVING THE GREAT AMERICAN HERITAGE. THE ACTUAL SCHOOL PRACTICE IN THIS RESPECT IS INADEQUATE.

A. Textbooks and supplementary materials do not provide full factual data in this field. District policy provides that they should.

1. The District submits this statement to the textbook publishers:

> It is especially desirable that all textbooks submitted for possible adoption by the San Diego City Schools include valid references to the contributions of minority groups and that such references be introduced in a constructive and natural manner. Books must be free from racial intolerance, bias and prejudice and, insofar as appropriate to the subject matter, should recognize the participation of members of various ethnic groups. In addition to the above specifications for the narrative portion of the textbooks, it is highly desirable that illustrations be multiracial to the extent that it is appropriate in terms of content."

Despite this statement, the textbooks which have been in use in fact contain little factual data and the data which is included is frequently distorted.

2. Social studies textbooks used in the elementary schools were reviewed. There were indefensible omissions of minority-group roles in United States History. There were omissions, both descriptive and pictorial, of other ethnic groups. Beautifully illustrated books were found to be "all-white." It is necessary that misleading as well as inaccurate historical and social data be deleted from the curriculum.

3. More can be done than is being done with audio-visual aids and educational television in presenting minority groups in their authentic roles in our society.

4. The existing implementation of the curriculum does not assure that the material relating to minority groups in textbooks and supplementary materials will be taught in the classrooms or, where taught, will be presented properly. The sensitivity of the teacher to the subject is a major factor in the success of presenting racial/ethnic group historic roles and cultural contributions. Adequate implementation therefore requires preparations of teachers for their role.

a. The social health program provides opportunity for recognizing anthropological differences, acknowledging the non-Caucasoid features in their own right (rather than stressing a near-Caucasoid appearance as the ideal), and relating acceptable standards of personal grooming to racial, ethnic, and economic realities.

b. Home Economics education can include study of the nutritional values of the special foodstuffs of minority groups, and to their culinary skills as cultural contributions.

c. The Fine Arts programs open other doors to understanding of the achievements and accomplishments of the minority ethnic groups.

III. CURRICULUM COUNSELING PRACTICES DO NOT MEET THE NEEDS OF MINORITY GROUP STUDENTS AND FREQUENTLY OPERATE TO THE DISADVANTAGE OF THE STUDENT.

1. High quality curriculum counseling is essential if students are to have equal educational opportunities in any modern school.

This is consistent with the stated policy of San Diego City Schools and is clearly recognized and accepted as its responsibility in Planning Your Future, a Handbook for Parents & Students:

"As secondary schools have grown in enrollment, and as the curriculum has become diversified, the school counselor has become more important than ever. Students in today's complex world have many more decisions to make. They need the assistance of understanding and informed counselors to help them to understand themselves, to plan for the future, and to make the right choices.

"Counselors have the responsibility for seeing that no student's talents are wasted. They learn about the ability of students by reviewing their subject marks and special test results and by consulting them, their teachers, and their parents. They encourage all students to work up to their maximum ability. They discuss with students matters of personal conduct and school behavior and make every effort to promote the intellectual, emotional, social, and moral growth of their counselees. They interpret to parents school findings about students. They plan with students and parents to insure that graduation requirements will be satisfied. They discuss with students job opportunities and requirements, college entrance qualifications, scholarship offerings, and the like.

"While school counselors are called upon to do many things for many people, their chief job is to plan both an annual and a long range program of studies for each student which are best for his own personal development and which are in keeping with his future goals and expectations. This is educational counseling of the highest order, and requires the closest of cooperation and understanding among parents, students, and counselors."

2. The performance of the curriculum counseling service falls short of the obligation assumed by the District. Abundant evidence gathered by the Committee discloses that the policy is not being carried out to achieve these objectives. There are serious inadequacies in the counseling system in practice. Included in this evidence are statements of administrative staff that counseling is weak in all schools in the District.

3. The effects of weak counseling are felt most seriously by the racial/ethnic minority students. Less serious consequences result when parents are middle-class, educated Anglo-Caucasians who can advise their children which courses to select in school. Many minority group parents do not have the background to provide such home counseling. Some of these parents disvalue

education. Very few of them, because of their own lack of education, participate in any form of parent and teacher association. Their employment may keep them from having conferences with counselors during school hours. When parents are not available or not able to participate in curriculum planning, the counselor is needed to act, as it were, in loco parentis. Equal educational opportunities are lost if essential educational guidance is lacking for some students.

4. There is evidence that the minority group pupil's talent is wasted when the curriculum counselor neglects to consider the individual's ability, but plans the pupil's program of study in accordance with the traditionally menial employment open to most Negroes and Mexican-Americans. The effects of cultural deprivation may be perpetuated by inadequate counseling.

5. Curriculum counseling comes too late in the student's school career. The District advises that high school programs should be outlined when the student is in the 8th grade. Actually, the 8th grade can be too late.

a. Certain advanced senior high school language courses can be taken only by students who have attended summer school after completing the 6th grade. Advanced Mathematics begins at the start of the 8th grade and "progression in the top track is based upon achievement at a grade of B or better." (Digest of Secondary School Curriculum)

b. Pupils entering junior high school are followed by recommendations of their 6th grade teachers. The minority group pupil's 6th grade teacher is often a 1st-year probationary teacher unacquainted with the special strengths and special needs of Negro and Mexican-American pupils. Neither the child nor the parents realize that, even at this time, crucial

decisions are being made that will affect the remainder of the pupil's school years and, indeed, the rest of his life.

IV. SPECIAL CLASSES ARE NEEDED TO ENABLE STUDENTS TO PROGRESS FROM LOWER TO HIGHER CLASSES, AND FROM SPECIAL TO REGULAR CLASSES, WHEN THEY HAVE DEMONSTRATED THEIR IMPROVED SCHOOL PERFORMANCE, IN ORDER THAT THESE STUDENTS SHALL NOT BE DENIED EQUAL EDUCATIONAL OPPORTUNITIES.

A. After a student is placed in the lower educational programs, it becomes increasingly difficult to alter his course through school for, increasingly, he has not had the requisites to enter the more advanced classes. Hardship is worked upon the youth who, by awakening interest and motivation, makes himself capable of superior effort in senior high school. Counseling does not take place effectively in the area in which this student's need is most urgent, the time when he might qualify to change his program of study.

B. Hardship is worked also upon the students who transfer into the District at the time when initial counseling decisions are being made. These students are programmed without the counselor having any knowledge of their previous records.

C. Counseling decisions are complicated by the necessity of scheduling classes having the proper number of students. Programming is sometimes determined by the school's convenience rather than by the student's best interests. This is more likely to happen when the parents are uninterested, uninfluential members of a minority group or are low in the socio-economic scale. There is evidence that many lower track minority group students find out only in senior high school that they are taking the wrong courses for preparation for college.

V. THE SIXTH GRADE CAMPING PROGRAM HAS BEEN DESEGREGATED BUT NOT INTEGRATED.

One of the finely conceived school projects is the sixth grade camping program. Here the schools have achieved a racially and ethnically mixed social environment. Further appropriate programs conducive to intergroup recognitions and mutual acceptance might be established to promote shared experiences. The important factor is to have counselors who understand and are capable of achieving the intergroup relationship on a proper, comfortable level.

VI. DISCIPLINARY REFERRALS CAN DAMAGE THE EDUCATIONAL OPPORTUNITIES OF STUDENTS. SUCH REFERRALS ARE MUCH MORE FREQUENT IN SCHOOLS HAVING MINORITY GROUP IMBALANCE.

This is the general experience and it is to be anticipated that disciplinary problems will be greater among culturally deprived children. It is important that administrators, teachers, and counselors understand the dynamics which tend to contribute to the high incidence of referrals among these children so that referrals will relate to situations which are, in fact, primarily disciplinary in nature. Inappropriate referrals unnecessarily damage the educational opportunity of the child. The frequency of misconduct referrals also causes students to identify the advisor with the disciplinary, punitive function, so that counseling rapport is lost.

> (An offender accused of 'molesting' a girl, with all the implications the word connotes, was found, upon investigation, to have pulled one of her braids. Another referral, upon investigation, proved to be founded on the misdeed, "He always chews gum.")

It is necessary to respect the civil rights of alleged offenders against school discipline.

VII. EVIDENCE POINTS TO SOME DEGREE OF SCHOOL ACQUIESCENCE IN DE FACTO SEGREGATION PRACTICES.

A. "For certain students, 16 years of age or over, some form of work experience is considered necessary and valuable. Junior Employment Service counselors are assigned on a part-time basis to all senior high schools. Their function is to discuss work opportunities with students, refer them to prospective employers, arrange for the issuance of work permits, and supervise students on the job." (Planning Your Future)

1. The work-experience programs are:

   a. General Work-Experience Education: The supervised part-time employment of students which assists them in acquiring desirable work habits and attitudes in real jobs. (Minimum employment: 15 hours per week) One high school credit is granted, with a maximum of 2 credits.

   b. Exploratory Work-Experience Education: For college-preparatory students, offering them an opportunity to observe work in a variety of professional-type jobs. (One or two hours daily, without pay) One high school credit per semester, with a maximum of 2 credits.

   c. Vocational Work-Experience Education: Part-time employment in occupations for which school courses are preparing students. (Minimum employment: 4 hours per day) Two high school credits per semester; maximum, 8 credits.

2. The Committee has received expressions of concern as to the possibility that the District has cooperated with employers who discriminate against minority groups. There is also concern based upon the relatively few work employment opportunities in the areas of high minority-group concentration. There is testimony that while students, and not the Junior Employment Service counselors, have the right to decide whether the individual takes such employment in a more distant part of the city, the choice for such referrals is not being offered to minority group youth.

B. Junior Colleges in the District provide apprenticeship programs.

1. There is testimony which asserts that while apprenticeship classes are being taught, yielding to either management or to labor union policies, these programs discriminate against Negroes and other minority group persons.

2. Other testimony relating to counseling practices in the schools suggests that school counselors are not advising those young persons who drop out of school that they go into apprenticeship programs. Instead they tend to create the impression that such opportunities are limited to high school graduates.

3. Apprenticeship programs are set up through State programs and are handled by the Department of Employment and no apprenticeship program with the State of California calls for high school graduation. The Department has stated that, of 100 applicants in recent months, only one was of a minority race. Considering the large incidence of unemployment among minority group youth, the statistics indicate a probability that the schools have not adequately counseled this group about the utility and availability of these programs.

FINDINGS ON SCHOOL PLANTS AND FACILITIES:

I. ESEA SCHOOLS AVERAGE FEWER PUPILS PER CLASSROOM THAN NON-ESEA SCHOOLS. ESEA AND NON-ESEA SCHOOLS AVERAGE ABOUT THE SAME NUMBER OF PUPILS PER ACRE.

The elementary ESEA schools had an average class size of 31.1 pupils and the non-ESEA elementary schools had an average class size of 32.3 pupils in October, 1965. In February, 1966, the ESEA elementary schools had an average class size of 30.1 pupils and the non-ESEA elementary schools had an average class size of 33.1 pupils.

In October, 1965, the average class size in the ESEA junior high schools was 32.6 students per class and 33.3 in the non-ESEA junior high schools. In the ESEA senior high schools there was an average of 30.1 students and in the non-ESEA senior high schools an average of 31.2 students per class.

An analysis of ESEA and non-ESEA elementary schools shows that there is no difference in the relationship between enrollment and capacity.

An analysis of school enrollment and school acreage at the elementary and secondary levels indicates there is no significant difference in the overall average of pupils per acre between ESEA and non-ESEA schools.

Class Size:

October 1965	Elementary	Junior High	Senior High
ESEA	31.1*	32.6	30.1
Non-ESEA	32.3**	33.3	31.2

* Feb. 1966, 30.1;
** Feb. 1966, 33.1

II. CHARGES THAT SCHOOL PLANTS AND FACILITIES SERVING PREDOMINATELY MINORITY GROUP YOUNGSTERS ARE POORER AND "SECOND CLASS" IN COMPARISON TO OTHER SCHOOLS IN THE DISTRICT WERE NOT SUBSTANTIATED.

Twenty-five ESEA schools and a randomly-selected group of non-ESEA schools were visited and rated by members of this Committee. Among the ESEA schools visited, five elementary schools were rated "poor or inadequate." Of the non-ESEA schools rated, two elementary schools were evaluated "poor or inadequate" and none of the secondary schools were rated "poor or inadequate." Among the ESEA schools, twenty were rated as adequate or excellent; among the non-ESEA schools, sixteen were rated as adequate or excellent, although four were considered to be marginally adequate because of large student enrollments.

Each of the staff members in the ESEA schools and a randomly selected group of non-ESEA schools were provided a check-list by which to evaluate 37 facets of the school plants and facilities. An average rating for each school was calculated. Among the ESEA schools, two were rated as excellent, twenty-five as adequate and six as inadequate. Among the non-ESEA schools, one was rated as excellent, twenty-six as adequate, and two as inadequate.

III. WHILE THE COMMITTEE CONCLUDES THAT THE DISTRICT HAS NOT NEGLECTED OR DISCRIMINATED AGAINST THE ESEA SCHOOLS IN THE DISTRICT, THERE ARE SEVERAL ESEA SCHOOLS THAT ARE INADEQUATE IN TERMS OF THEIR PLANTS AND FACILITIES.

Housing areas to which most minority group members are restricted comprise some of the oldest and most decaying sections of San Diego. Consequently, there are a number of old schools in this area. While the

Committee found that inadequacies in the school plant and facilities in the ESEA area were not the result of discrimination, there were inadequate school plants and schools with inadequate facilities due to the age of the schools.

For Elementary School Ratings Based upon Committee Members' Visitations: See Page 87.

For Elementary School Ratings Based upon Staff Evaluations: See Page 87.

For Junior High School Ratings Based upon Committee Members Visitations: See Page 88.

For Junior High Schools Ratings Based upon Staff Evaluations: See Page 88.

For Senior High School Ratings Based upon Committee Members' Visitations: See Page 89.

For Senior High School Ratings Based upon Staff Evaluations: See Page 89.

IV. IN GENERAL THE SCHOOL PLANTS AND FACILITIES SERVING PREDOMINATELY MINORITY GROUP YOUNGSTERS AND/OR YOUNGSTERS FROM LOWER SOCIO-ECONOMIC BACKGROUNDS TEND TO REACH THE SAME LEVEL OF ADEQUACY AS OTHER SCHOOLS IN THE DISTRICT; HOWEVER, THERE ARE WEAKNESSES WHICH CAN COMPROMISE THE EFFECT OF THE EDUCATIONAL PROGRAMS OFFERED.

For Areas of School Plant and Facilities Identified as Poor or Inadequate by Committee (Elementary Schools): See Pages 90 and 91.

For Areas of School Plant and Facilities Identified as being Inadequate and/or Poor by ESEA Staff (Elementary Schools): See Pages 92 and 93.

For Areas Identified as Needing Improvement (by Committee) (Junior High Schools): See Page 94.

For Areas Identified by School Staff as Needing Improvement (Junior High Schools): See Page 94.

For Areas Identified by Committee as Needing Improvement (High Schools): See Page 95.

For Areas Identified by School Staff as Needing Improvement (High Schools): See Page 95-96.

Ratings Based upon Committee Members' Visitations:

ELEMENTARY SCHOOLS

	Excellent		Adequate			Inadequate	Poor
ESEA SCHOOLS	Baker Johnson Crockett	Mead Webster	Horton Bandini Chollas	Logan Knox Linda Vista	Dewey Sherman Valencia Park	Emerson Central Washington	Burbank Balboa
NON-ESEA SCHOOLS	Toler		Bay Park Montezuma	Rolando Park Foster	Wiggins Jones	Edison Grant	

Ratings Based upon Staff Evaluations:

ESEA SCHOOLS	Johnson Bandini	Baker Mead Washington Webster Kennedy Lowell	Chollas Sherman Horton Dewey Stockton	Linda Vista Crockett Balboa Fremont Burbank Knox	Valencia Park Emerson Logan Kit Carson Central
NON-ESEA SCHOOLS	Mark Twain	Toler Revere La Jolla Jackson Jones Lee	Rolando Park Fulton Wiggins Bayview McKinley Edison	Fairhaven Cubberley Foster Stevenson Bay Park Mission Beach	Grant

Ratings Based upon Committee Members' Visitations:

JUNIOR HIGH SCHOOLS

	Excellent	Adequate	Inadequate	Poor
ESEA SCHOOLS	Gompers	O'Farrell Memorial		
NON-ESEA SCHOOLS	Einstein	Horace Mann Wilson	Marston Roosevelt	

Ratings Based upon Staff Evaluations:

ESEA SCHOOLS	Gompers O'Farrell Memorial	
NON-ESEA SCHOOLS	Einstein Horace Mann Wilson	Marston Roosevelt

Ratings Based upon Committee Members' Visitations:

SENIOR HIGH SCHOOLS

	Excellent	Adequate	Inadequate	Poor
ESEA SCHOOLS	Wright Bros. Morse	Lincoln		
NON-ESEA SCHOOLS	Madison	Hoover Mission Bay Crawford		

Ratings Based upon Staff Evaluations:

ESEA SCHOOLS	Morse Lincoln Wright Bros.	Snyder San Diego	Midway
NON-ESEA SCHOOLS	Madison Mission Bay Crawford		Hoover

Areas of School Plant and Facilities Identified as Poor or Inadequate by Committee:

ELEMENTARY SCHOOLS - ESEA

Mead

Lack of privacy in bungalow used for office.

One faculty restroom used by both sexes.

No indoor eating facility for children.

Crockett

No indoor eating area.

Inadequate custodial storage space.

Burbank

No self-contained kindergarten unit.
Poor teacher workroom and lounge facility.
No indoor eating facility.
Plant seemed in need of paint and generally better maintenance.

Crowded office conditions
Poor landscaping.
No conference facilities.

Blacktop, sand box, play equipment appeared inadequate.
Restrooms poorly located for children.

Chollas

Outdoor play area (dirt field) not adequate for recent student body population.

Conference rooms

Lack of darkened rooms, teacher workroom facilities.

Emerson

No landscaping.
No privacy in nurse's office
Teacher workroom.
Blacktop is cracked
Dirt area has gullies (potentially dangerous).

Questionable lighting.
Poor auditorium.
Unattractive plant.
No parking facilities

Inadequate office and conference space.
Exposed radiators.
Twelve classrooms not darkened.

Central

East wing needs adequate lighting.
Only one restroom for all teachers.
Small inadequate playground.
No parking facilities.

Adequate teachers' desks.
Need 12-inch chairs.
Teachers' lounge inadequate.
No conference rooms.

Cafeteria needs screens and fly fans.
No teachers' workroom.

Logan

Poor landscaping.

(Areas of School Plant and Facilities Identified as Poor or Inadequate by Committee - Cont'd.)

Dewey Offices are marginal for student counseling. Old auditorium furniture.	Inadequate parking facilities.	No separate play area for kindergarten children.
Knox Accommodations for drinking fountain and toilets near bungalows are inadequate.		
Linda Vista Need horizontal bars in "junior" area.	Safety hazard rear play area.	
Sherman Very little landscaping. Classrooms not large enough to handle classes above 30.	Need more playground space. One-half of furniture not in good condition.	Inadequate outside lunch area.
Valencia Park Physical Education areas poor - need twice as much play area. Inadequate room darkening facilities. Blacktop needs resurfacing.	Outside lunch area needs to be enlarged. Inadequate parking facilities	Need more office space. Teachers' work area too small. School is generally unattractive in appearance - landscaping very poor.
Webster Poor parking facilities.		
Balboa Inadequate conference and counseling rooms. Small cafeteria. Teachers' lounge very poor.	Poor landscaping. Crowded outside lunch area.	Play areas are small. No privacy in nurse's office.
Washington Landscaping appeared marginal. Poor teachers' workroom.	Cramped teachers' lounge.	Poor lighting in cafeteria.
Horton Need more outdoor play equipment. Lack of adequate conference space.	Crowded lounge.	Teacher work area small and crowded.

Areas of School Plant and Facilities Identified as being Inadequate and/or Poor by ESEA Staff:

Burbank

- Faculty parking
- Faculty restrooms
- Conference rooms
- Custodial facilities and play equipment
- Teachers' lounge
- Landscaping
- Counseling area
- Blacktop play area
- Teachers' workroom
- Student cafeteria
- Library
- Student restrooms
- Student outdoor eating area

Valencia Park

- Faculty parking
- Teachers' lounge
- Counseling facilities
- Student restrooms
- Blacktop play area
- Teachers' workroom
- Library
- Conference rooms
- Dirt field play area
- Faculty restrooms
- Storage and supply facilities
- A-V darkening facilities

Emerson

- Faculty parking
- Faculty restrooms
- Outdoor play equipment
- Dirt field play area
- Teachers' lounge
- Landscaping
- Darkened rooms
- Storage and supply facilities
- Student restrooms
- Teachers' workroom
- A-V equipment
- Counseling facilities
- Conference rooms
- Library
- Blacktop play area

Logan

- Faculty parking
- Teachers' lounge
- Music facilities
- Darkened rooms
- Student restrooms
- Storage and supply facilities
- Faculty restrooms
- A-V equipment
- Counseling facilities
- Outdoor play equipment

Kit Carson

- Classrooms desks and chairs
- Student cafeteria
- School maintenance
- Darkened rooms
- Outdoor play equipment
- Library
- Music facilities
- Faculty restrooms
- Faculty parking
- Conference rooms
- Student outdoor eating area

Central

- Faculty parking
- Classroom lighting
- Teachers' lounge
- Outdoor play equipment
- Teachers' workroom
- Student restrooms
- Blacktop play area
- Conference rooms
- Faculty restrooms
- Dirt field play area
- Counseling facilities
- Storage and supply facilities
- Custodial facilities

Baker

- Faculty parking

(Areas of School Plant and Facilities Identified as being Inadequate and/or Poor by ESEA Staff - Cont'd.)

Mead			
Faculty restrooms			
Kennedy			
Teachers' workroom			
Chollas			
A.V. equipment	Library	Darkened rooms	Conference rooms
Music facilities	Outdoor play equipment		
Sherman			
Faculty parking	Faculty restrooms	Conference rooms	Student outdoor eating area
Knox			
Teachers' lounge	Library	Teachers' workroom	Music facilities
Dewey			
Storage and supply facilities			
Stockton			
Classroom desks and chairs	Music facilities Library	Faculty parking Teachers' lounge	Teachers' workroom Darkened rooms
Linda Vista			
Faculty restrooms			
Balboa			
Faculty parking	Teachers' lounge	Student restrooms	Faculty restrooms
Student cafeteria	Teachers' workroom	Library	Student outdoor eating area
Darkened rooms	Dirt field play area		

Areas Identified as Needing Improvement (by Committee):

JUNIOR HIGH SCHOOLS - ESEA

O'Farrell			
Overcrowded shops	Need restrooms	Classes held in auditorium	Lack of facilities in home economics.
Gompers			
Poor ventilation in gymnasium.			
Memorial			
Landscaping "not too good"	Doors need painting	Outside lunch area no good.	Floors, walls, lighting considered fair.
Parking facilities - not adequate.	External area - paint, general repair, poor.	Multipurpose rooms poor	On rainy days, students get wet buying lunch - location of lunch area.
		Library -not enough room.	

Areas Identified by School Staff as Needing Improvement:

Memorial			
Faculty parking	Teachers' workroom	Library	Faculty restrooms
Teachers' lounge	Darkened rooms	Conference rooms	Student lockers
Student outdoor eating area	Student restrooms	Counseling facilities	Storage and supply facilities
Gompers			
A.V. equipment	Darkened rooms	Conference rooms	Counseling facilities
O'Farrell			
Faculty parking	Student cafeteria	Student restrooms	Student outdoor eating area
Teachers' workroom			

Areas Identified by Committee as Needing Improvement:

HIGH SCHOOLS - ESEA

Lincoln			
Student parking lot	Darkening facilities	Teacher parking	Poor counseling facilities - no privacy.
Morse			
Small teachers' lounge			
Wright Bros.			
Poor ventilation in general office. Teachers' eating area is poor.	Shower facilities for students.	Need competent music instructor.	Need additional counseling office.

Areas Identified by School Staff as Needing Improvement:

Lincoln			
Teachers' workroom Library	Conference rooms Storage and supply facilities.	Darkened rooms	Counseling facilities
Wright Bros.			
Teachers' lounge	Girls' gymnasium	Eating area	Boys' gymnasium
Snyder			
Faculty parking Conference rooms	Teachers' workroom Faculty restrooms	Counseling facilities Student outdoor eating area.	Teachers' lounge Storage and supply facilities
San Diego High			
Girls' gymnasium Student restrooms	Darkened rooms A.V. equipment	Counseling facilities Conference rooms	Teachers' workroom

(Areas Identified by School Staff as Needing Improvement - Cont'd.)

Midway

Faculty parking	Teachers' lounge	A.V. equipment	Conference rooms
Student lockers	Outdoor play equipment	Landscaping	Teachers' workroom
Student restrooms	Faculty restrooms	Counseling facilities	Student cafeteria
Student outdoor eating area.	Music facilities	Home economic facilities	Storage and supply facilities
	Industrial arts facilities.		

V. SCHOOL PLANT AND FACILITIES AT ENCANTO ELEMENTARY SCHOOL WERE FOUND TO BE INADEQUATE.

For the special report on Encanto Elementary School see appendix to these Findings, Pages 105-114.

VI. IN A WIDELY-DISTRIBUTED QUESTIONNAIRE THE MAJORITY OF SCHOOL PERSONNEL RESPONDING BELIEVE THAT THE MAINTENANCE, EQUIPMENT, CLASS SIZE AND GENERAL PHYSICAL QUALITY OF A SCHOOL ARE NOT DIRECTLY RELATED TO ETHNIC OR RACIAL FACTORS. HOWEVER, A SIGNIFICANT PERCENTAGE OF STAFF MEMBERS INDICATE THERE IS A RELATIONSHIP BETWEEN SCHOOL PHYSICAL PLANT AND FACILITIES AND THE RACIAL OR ETHNIC COMPOSITION OF THE SCHOOL.

The certificated and classified personnel in 24 ESEA elementary and in 19 non-ESEA elementary schools were asked to answer an opinionnaire designed to assess their attitudes toward the plant and facilities of schools serving predominately minority group youngsters. The questionnaire also provided each respondent with an opportunity to evaluate his school.

Listed below are the responses to the four questions from 369 non-ESEA elementary staff members and 542 ESEA elementary staff members:

Question I: Do you believe that the maintenance of schools relates directly to the racial balance (enrollment) in the schools?

	NON-ESEA	ESEA
Always	3.25 %	1.84 %
Usually	7.04	10.33
Seldom	15.98	23.24
Never	35.50	44.09
No Opinion	25.47	11.62
No Response	12.73	8.85

Question II: Do you believe that the schools in which there is a high enrollment of Negro and/or Mexican-American children have less and poorer equipment and furniture than the other schools in the District?

	NON-ESEA	ESEA
Always	.27 %	2.39 %
Usually	3.52	11.80
Seldom	19.51	23.06
Never	42.27	43.91
No Opinion	19.24	9.77
No Response	15.17	9.04

Question III: Do you believe that the general quality of the schools relates more directly to the age of the building than to the ethnic background of the pupil enrollment?

	NON-ESEA	ESEA
Always	17.07 %	19.92 %
Usually	29.26	35.60
Seldom	9.75	9.22
Never	11.92	13.46
No Opinion	14.63	10.33
No Response	17.34	11.43

Question IV: Do you believe that class size and the overcrowdedness of a school has a direct relationship to the ethnic background of the pupil enrollment?

	NON-ESEA	ESEA
Always	2.16 %	3.69 %
Usually	9.26	14.39
Seldom	21.60	24.35
Never	36.58	38.92
No Opinion	15.69	7.74
No Response	14.63	10.88

Eight junior high schools were included in the opinion study and school evaluation. There were 281 staff members responding from the ESEA junior high schools and 474 from the non-ESEA junior high schools.

Question I

	NON-ESEA	ESEA
Always	2.53 %	4.62 %
Usually	9.70	13.87
Seldom	19.19	25.97
Never	40.50	34.51
No Opinion	18.77	14.23
No Response	9.07	6.76

Question II

Always	.84 %	4.62 %
Usually	4.43	17.08
Seldom	24.05	25.26
Never	42.19	35.94
No Opinion	19.62	9.25
No Response	8.86	7.82

Question III

Always	14.97 %	17.11 %
Usually	32.32	34.16
Seldom	13.71	13.87
Never	14.54	13.87
No Opinion	14.36	11.38
No Response	10.33	9.25

Question IV

Always	2.95 %	1.77 %
Usually	10.12	17.11
Seldom	27.00	26.69
Never	36.49	35.23
No Opinion	12.86	9.60
No Response	10.54	9.25

Ten senior high schools were included in the opinion study and school evaluation. There were 409 staff members responding from ESEA senior high schools and 454 from the non-ESEA senior high schools.

Question I

	NON-ESEA	ESEA
Always	3.10 %	2.20 %
Usually	8.64	8.80
Seldom	18.18	20.53
Never	41.24	46.74
No Opinion	21.50	11.49
No Response	7.31	10.26

Question II

Always	.66 %	2.94 %
Usually	7.96	7.37
Seldom	24.34	26.28
Never	43.14	42.75
No Opinion	17.69	9.33
No Response	6.19	11.30

Question III

Always	17.03 %	18.15 %
Usually	32.07	37.31
Seldom	14.60	12.43
Never	13.93	12.68
No Opinion	14.60	9.20
No Response	7.74	10.69

Question IV

Always	4.62 %	4.71 %
Usually	14.97	9.92
Seldom	22.90	26.55
Never	36.68	38.21
No Opinion	13.87	8.93
No Response	7.92	11.91

Additional Analyses of Responses to the Questionnaire are:

Elementary Schools

ESEA

Bandini	Balboa	Sherman
Burbank	Webster	Linda Vista
Chollas	Central	Knox
Baker	Kennedy	Logan
Stockton	Lowell	Dewey
Emerson	Fremont	Washington
Mead	Horton	Carson
Johnson	Crockett	Valencia Park

NON-ESEA

Bay Park	Wiggins
Edison	Bay View
Foster	Cubberley
Grant	Fulton
Jones	Jackson
La Jolla	Lee
Mark Twain	McKinley
Mission Beach	Revere
Rolando Park	Stevenson
Toler	

Question I

	Non-ESEA	ESEA
Always Usually Seldom	26.27 %	35.41
Never	35.50	44.09
No Opinion No Response	38.20	20.47

Question II

Non-ESEA	ESEA
23.30%	37.25
49.27	43.91
34.41	18.81

Question III

	Non-ESEA	ESEA
Always Usually Seldom	56.08 %	64.74
Never	11.92	13.46
No Opinion No Response	31.97	21.76

Question IV

Non-ESEA	ESEA
33.02%	42.43
36.58	38.92
30.32	18.62

Junior High Schools

ESEA

Memorial	
O'Farrell	
Gompers	

NON-ESEA

Einstein	Marston
Mann	Roosevelt
Wilson	

Question I

	Non-ESEA	ESEA
Always Usually Seldom	31.42 %	44.46
Never	40.50	34.51
No Opinion No Response	27.84	20.99

Question II

Non-ESEA	ESEA
29.32%	46.96
42.19	35.94
28.48	17.07

Question III

	Non-ESEA	ESEA
Always Usually Seldom	61.00 %	65.14
Never	14.54	13.87
No Opinion No Response	24.69	20.63

Question IV

Non-ESEA	ESEA
40.07 %	45.57
36.49	35.23
23.40	18.85

Senior High Schools

ESEA		NON-ESEA	
Morse	Snyder	Madison	Crawford
Lincoln	San Diego	Mission Bay	Hoover
Wright Bros.	Midway		

Question I

	Non-ESEA	ESEA
Always Usually Seldom	29.92 %	31.53
Never	41.24	46.74
No Opinion No Response	28.81	21.75

Question II

Non-ESEA	ESEA
32.96 %	36.59
43.14	42.75
23.88	20.63

Question III

	Non-ESEA	ESEA
Always Usually Seldom	63.70 %	68.99
Never	13.93	12.68
No Opinion No Response	22.34	19.89

Question IV

Non-ESEA	ESEA
42.49 %	41.18
36.68	38.21
21.79	20.84

VII. A SUBSTANTIAL NUMBER OF BUILDINGS AND CONSIDERABLE AMOUNTS OF EQUIPMENT AND SUPPLIES ABOVE THE REGULAR DISTRICT ALLOTMENT HAVE BEEN CHANNELED INTO THE ESEA AREA.

Facilities: To start the program in the (ESEA) schools on January 31, 1966, it was necessary to move seven of the district portable classrooms to selected sites. The moving and cost of installing were financed with ESEA funds.

The Board approved the ESEA Portable Contract #37. Construction was started on the thirty classroom buildings.

Nine of the 30 portable classrooms were the district standard portable kindergarten classrooms which are 20 percent larger than the regular portable classrooms and have their own toilet units. These buildings were to be used exclusively for the preschool programs.

Fifteen of the regular portable classrooms were assigned to elementary schools. Six of the regular portable classrooms were to be built on secondary school sites.

Equipment: A total of $379,562 was authorized for expenditure in all projects. An analysis of the purchase orders indicated that large quantities of musical instruments, audio-visual equipment, books, and classroom furniture were to be purchased.

Supplies: The total of $320,124 was authorized for expenditure in all projects. All of these supplies were in addition to the supplies regularly authorized to schools under the regular District formulas.

VIII. EVEN THOUGH AVERAGE CLASS SIZE IN THE ESEA SCHOOLS IS LESS THAN THE AVERAGE CLASS SIZE IN NON-ESEA SCHOOLS, CLASS SIZE IS STILL SUBSTANTIALLY IN EXCESS OF STANDARDS RECOMMENDED BY PROFESSIONAL ORGANIZATIONS.

The American Federation of Teachers'-sponsored National Council for Effective Schools states that "class size should be less than 18 to 22 and, when indicated, no larger than 15 or less . . ."

The National Education Association-sponsored Conference on the Role of the Teacher in the Urban Depressed Area Schools concluded that "boards of

education should mandate a maximum class size of 22. If the number of pupils in a class exceeds this number by even one, a new class should be formed immediately."

The San Diego Teachers Association recommends that "it become the District's policy that classes operating within the District's Compensatory Education program be assigned a class size maximum of 22 students."

The McCone Commission in its final report to Governor Brown stated that "class size must be significantly reduced for children now in elementary and junior high schools in disadvantaged areas. In order to maximize opportunity for effective teaching, class size in these schools should be reduced to a maximum of twenty-two."

SPECIAL REPORT ON ENCANTO ELEMENTARY SCHOOL

The Subcommittee on School Plant and Facilities met at Encanto Elementary School on February 23 to investigate areas of plant and facility inadequacies identified by Mr. Warren Heyer, a spokesman for a neighborhood organization called Encanto Neighbors. Mr. Heyer spoke at the Lincoln High School public hearing conducted by the Citizens Committee On Equal Educational Opportunities.

In order to fully understand the concerns of the Encanto Neighbors organization, it is necessary to review background data relative to the Encanto area. Encanto has been described as "an older, semi-rural community located two miles east of Lincoln High School, in the Southeast San Diego area." A number of its residents have lived in the area for many years. Mr. Heyer pointed out that "Many children now attending Encanto School have the same teachers that their parents had twenty years ago." In addition to many long-time residents, there are increasing numbers of less stable, more transient residents. As a result of less rigid architectural controls, "it is not uncommon to find here a costly home beside a much less pretentious one. Some streets show a high incidence of swimming pools, while others contain a high number of substandard dwellings." Predictably, there are extremes in the socio-economic conditions of families living in the Encanto area. While some residents earn substantial incomes, there is evidence to suggest that the average income of the area is somewhat below the average for the city.

Encanto is one of the few integrated communities in San Diego. Members of many ethnic and racial groups have lived harmoniously together for many years in Encanto. Recently, however, Mr. Heyer points out that "our community has made the agonizing discovery that the arrival of new Negro neighbors

has created panic in the hearts of some residents. A few have chosen to sell their homes and flee to other parts of the city and their homes were bought by Negroes." Mr. Heyer added that "The Negro buyers are not the impoverished or disadvantaged. They are employed and they have satisfied the banks that they are good credit risks."

The Encanto Neighbors organized within this context of an integrated, but potentially changing neighborhood. They formed "to help stabilize the community, to encourage all residents to accept the newcomers as neighbors, and to demonstrate that it is not a catastrophe to have a Negro as a neighbor." Encanto Neighbors are aggressively endeavoring to maintain their integrated community.

A valuable component of a neighborhood or community is its schools. While the concept of the neighborhood school is frequently used to maintain de facto segregated school situations, in Encanto the neighborhood school can potentially do much to maintain the existing integrated complexion of the community. Members of the Encanto Neighbors group fear that the presence of a poor school will provide the motivation for white residents to move, thus eventually creating in Encanto another black ghetto. "Our fear is that without attention to the physical problems of Encanto School, those excellent teachers who now teach our children will go elsewhere. We fear that the white residents of Encanto will see the deterioration of the educational program, and they will go elsewhere. For it will appear to them, rightly or wrongly, that the Board of Education has simply decided to turn Encanto over to the Negroes...Without the capital improvements that are so necessary, Encanto School could soon become the largest all-Negro elementary school in San Diego."

It was for these compelling reasons that Mr. Heyer appealed to the Citizens Committee On Equal Education Opportunities to correct deficiencies

which his organization feels exist at Encanto Elementary School.

Encanto Elementary School is separated into two sections: The main plant at Brooklyn Avenue and 65th Street, and 13 bungalows, across 65th Street, located on Wunderlin Avenue. The construction dates for buildings on the main site are:

1942	Main building (rooms 1, 2, 3, 6 and office)
1948	Primary building
1949	Auditorium and cafeteria
1951	Rooms 4 and 5
1952	Two portables
1954-57	Two portables

In 1953 four portables were placed across from the main site, and, between 1954 and 1957, nine more portables were added.

In 1942 office space totaled 720 square feet. There were no facilities for a teachers' lounge or workroom. Today, with a total enrollment of 1,010 students and with the addition of more than twenty classrooms, the office space remains at 720 square feet. This office space must accommodate the principal's office, a teacher assistant's office, two secretaries, and such auxiliary personnel as the re-teaching-of-reading teacher, the visiting teacher, the psychologist, and the Lip-Reading teacher. Also housed within this office area are the nurse's station, the school instructional supplies room, and one restroom for the teaching staff. (This is the only restroom for the entire staff and must be used by men and women.) One of the original classrooms in the main building has now been converted to a combination teachers' lounge and workroom. The net usable acreage at Encanto is 3.60 acres.

The certificated staff consist of thirty-two teachers, a principal, a teacher assistant, and a nurse (three days a week). There are two secretaries and the custodial staff.

Presently, there are 1,010 students: 19.9 percent Mexican-American; 67.8 percent white; 7.3 percent Negro; and 4.8 percent Oriental and other "nonwhite".

Four hundred 4th, 5th, 6th, and upper-grade special and adjustment students attend classes in portable classrooms across from the main plant. The remaining 600 students (1st, 2nd, 3rd grades, kindergarten, and Primary special students) attend classes on the main site.

Serious deficiencies exist at Encanto Elementary School. These deficiencies are potentially, if not presently, capable of preventing the children of Encanto from receiving a quality educational experience. These deficiencies are hazardous to the welfare of the children at Encanto.

It is felt that these deficiencies listed below must be corrected immediately in order to insure equal educational opportunities for the Encanto students and to insure their physical well-being and a stable teaching staff.

Nursing Facilities. The nursing station is inadequate to meet the needs of 1,010 students, 60% of whom are estimated to come from lower socio-economic homes. There are three beds for the entire student body. (As noted earlier, the nursing station is housed within an area of 720 square feet which includes the principal's office, secretarial facilities, instructional supplies storage, etc.) In order to accommodate the teacher assistant, the nurse was required to remove her desk from a small adjoining office to the already limited space in the main nursing area.

There is no full time nurse at Encanto. The nurse works at Encanto for three days a week. Many children come from homes where both parents work. Frequently parents are not at home and students who are ill are required to remain at school. Last year, the District Nursing Supervisor studied these conditions and determined that the formula for assignment of

school nurses should be altered to allow for additional nursing services. However, this year the additional day that was felt needed was trimmed back to the present three days.

The Encanto Neighbors and the school staff agreed that a full-time nurse is needed. The Committee endorses this recommendation.

The School Plant. Four hundred youngsters are required to attend classes in bungalows across 65th Street from the main site. These 13 bungalows are crowded in among residential homes. There is no playground space for these youngsters. In order to participate in recreational activities the children must cross Wunderlin Avenue and play on a city recreation field. While there are Four-Square and other games available in an extremely limited area in front of each classroom, it is difficult to visualize that these facilities are at all adequate for 400 students. Assuming that not all of the students are recessed at the same time, this means that children playing outside cause noise and disturbances that potentially interfere with the classroom instruction of those students who remain in the classroom.

The students in the bungalows must walk nearly two city blocks to go to the cafeteria, lunch arbor, and auditorium.

There is no telephone or inter-communication system between the bungalows and the main office. In cases of emergency, children must cross 65th Street unsupervised.

There is no running water in the portable bungalows for use in art, science, and other activities.

There is only one restroom for boys and one for girls for the 400 students in the bungalow area.

Students in the bungalows typically must cross two streets during the day: One to go to lunch and another to play on the Park and Recreation Department field.

Students who attend classes on the main site have no playground facilities for softball, kickball, etc.

In summary, the existence of 13 bungalows for 400 children in a crowded area, with no playground facilities and a number of other inadequacies, causes great concern to this Committee. Students who must walk two city blocks to eat lunch lose valuable time either from their recreational period or from allotted instructional time. Crossing one or two streets daily (in some cases, unsupervised) is potentially a hazard to the welfare of the child. Limited space and its resulting interfering facets must directly or indirectly harm the educational opportunities of the children involved.

Teacher Facilities. The facilities available for the certificated staff are equally as shocking as the conditions in which the children find themselves. For the entire certificated staff (both those who teach across from the main plant in the bungalows and those in the main site) there is one restroom which must be shared by men and women.

There are no restroom, lounge, or workroom facilities for the 13 teachers who teach in the bungalows. The fact that no storeroom facilities exist in the bungalows means that teachers must cart supplies, texts, etc., from the small storeroom in the main building across 65th Street to their rooms.

The only storage room for the entire school was built in 1942 and was designed to house supplies, books, etc., for eight classrooms. There are now approximately 30 classrooms and yet there has been no additional storage room provided. It was reported to the Committee that the school must order supplies one month at a time because of this severe limitation.

One classroom in the main building has been converted into a lounge and workroom. A partition divides the room into two sections. Storage and

cupboard space is minimal. There is no running water or sink.

There is only one small room for use by auxiliary personnel such as Reading teacher, psychologist, visiting teacher, and Lip-Reading specialist. Since the Re-reading teacher uses the room the majority of the time, the other auxiliary service personnel must find space in an already intolerably limited office area.

The sign-in and mail room for teachers is so small that shelves had to be inserted in each mailbox to accommodate the total staff. The principal's office is used as storage room for texts.

Audio-Visual Facilities. Just two of the 13 bungalows have facilities for darkening the rooms for Audio-Visual use. Teachers who are not able to use these rooms must use the auditorium to show films, nearly two city blocks away. An example of the inconvenience and poor learning environment which results is found in the school's attempt to conduct its sex education program. Sixty girls must be packed into one room and eighty boys into another to see films.

School Acreage. The net usable acreage for Encanto's 1,010 students is 3.6 acres. As has already been illustrated, this is clearly inadequate. There simply is not enough room for the students to participate in recreational activities. Students in the lower elementary grades are not allowed to play softball, kickball, etc., because there is no field on which to play. Upper elementary students must cross Wunderlin Avenue and play on the Park and Recreation Department field.

(It is interesting to note that Lindbergh Elementary School in the Clairemont area, with a student population of 1,000 students, has a net usable acreage of nearly ten acres.)

The 400 Encanto youngsters who attend classes in the bungalows have, for all practical purposes, no space to play.

The staff members and parents meeting with this Subcommittee pointed out other inadequacies in the field of curriculum at Encanto. Of particular concern was the special program for the educable mentally retarded and the adjustment program. It should be pointed out, however, that there was agreement that an inadequate number of special and adjustment classes is due in part to limited classrooms.

These deficiencies are those which were most obvious and observable during the two hour visit at Encanto Elementary School by the Subcommittee. These deficiencies were pointed out by the administration, a teacher, and members of the community who met with the Subcommittee.

The Committee urgently recommends that the San Diego Board of Education take immediate action to correct the serious deficiencies which exist at Encanto Elementary School. It is difficult for this Committee to comprehend why such obvious and critical plant and facility weaknesses have been allowed to exist for nearly ten years. It appears as if classroom additions have been made periodically to meet increased enrollment demands without adequate consideration being given to the multitude of other factors that also accompany increased enrollment.

It appears little attention has been given to the needs of the faculty in terms of adequate workspace, restroom facilities, etc. These latter deficiencies have existed for several decades.

One recommendation made to the Subcommittee which deserves considerable thought is the construction of another elementary school in the Encanto area. It was pointed out that many students must travel several miles to reach school. The public transportation facilities in this area are almost non-existent. Students must walk to school or be transported by parents. Construction of a new elementary school would relieve this problem and reduce the enrollment at Encanto, thus allowing students to attend classes on

the main site.

Encanto Elementary School is not eligible for a compensatory education program under the Elementary and Secondary Education Act. Yet it is estimated that nearly 600 of the 1,010 students at Encanto come from lower socio-economic homes. Approximately 14 elementary schools in the Southeast area with enrollment of 600 pupils or less are receiving compensatory education programs. It is felt that many Encanto students could benefit from a compensatory education program. The school administration and the Board of Education should look carefully at this situation and determine if there is a way in which ESEA funds could be channeled into Encanto Elementary School.

The members of the Subcommittee on School Plant and Facilities were shocked at what they found at Encanto Elementary School. The concerns expressed by Mr. Heyer at the Lincoln public hearing are, indeed, quite valid.

The school system can play a key role, in this instance, to assist in maintaining the kind of community which members of Encanto Neighbors desire. It is logical, indeed predictable, that an inadequate school plant combined with other factors will cause residents to leave, as well as teachers. It is clear to see the kind of cycle which could occur unless immediate steps are taken by the school district. As Mr. Heyer stated, "Given the proper treatment, Encanto will remain integrated and can serve to assist the whole city in the integration of the Negro into the mainstream of San Diego life. We in Encanto are now what America must become if racial problems are to be solved. We have approached our neighbors. We have approached the San Diego Realty Board. We are now petitioning the San Diego City Schools to do its part to make integration work here...San Diego City Schools has a very real stake in Encanto's experiment with integration. It is only by making integration work that we will be able to eliminate the evils of segregation."

The San Diego Board of Education must re-evaluate its role in dealing with the community problem of de facto segregation and equal educational opportunities. The challenge to the District by the community of Encanto points out dramatically the critical importance of the schools in serving to provide the community with the kind of schools in which residents of all ethnic and racial backgrounds will want to live together; schools that will provide the maximum educational experience for the children of the community. To do less--to ignore the plight of Encanto Elementary School--is tantamount to creating the conditions which result in segregated neighborhoods.

FINDINGS ON AUXILIARY SERVICES:

I. COUNSELING SERVICE NEEDS TO BE EXPANDED AND STRENGTHENED TO MEET THE PERSONAL, SOCIAL AND EDUCATIONAL REQUIREMENTS OF STUDENTS.

A. Administration policy provides that counselors and advisors are chosen by each school's principal from within the staff of his school. Counseling success is dependent upon the principal's judgment and skill in picking advisors on the basis of their personal qualifications.

B. Some secondary schools have no Counselor with the Pupil Personnel Credential. In all schools, most counseling is done by advisors who work part-time at such counseling and part-time as classroom teachers. Only those who counsel more than half-time are required to have the Pupil Personnel Credential.

C. Policy anticipates that advisors usually stay with the same group of pupils through the three years of a junior or senior high school. In practice, however, changes are made when advisors receive transfers or promotion and students may have different advisors from year to year.

D. The job involves much paperwork and also the handling of disiplinary referrals, in addition to the part-time teaching responsibilities.

E. Expanding the counseling service would enable the provision of employment counseling for the terminal students.

F. Additional comments concerning the counseling and guidance services are found in the findings on Curriculum.

II. AN INDEPENDENT GROUP OF HEALTH EDUCATION EXPERTS IS NEEDED TO EVALUATE THE NURSING AND HEALTH SERVICES FACILITIES IN SCHOOLS HAVING HIGH CONCENTRATIONS OF MINORITY GROUP CHILDREN.

A. The school Administration states that, throughout the areas of highest concentrations of minority group children, there are more pupils who need the services of both visiting teachers and nurses. Among these, the minority districts have a greater need than the others.

1. It is further stated by the Administration that these services were, because of their cost, reduced a few years ago. The present ratio is one nurse for each 1500 students in the District as a whole. (In the ESEA areas, the ratio has been reduced to one per 1200.)

B. In the opinion of some administrators, health and learning problems which accompany undernourishment are prevalent in impoverished areas. The child who comes to school hungry is physically unable to take full advantage of the opportunity to learn.

1. One estimate of the cost for establishing a morning food supplement or breakfast program is $182,000 per year.

INTRODUCTION TO RECOMMENDATIONS

In previous sections of this Report we have discussed the purpose and function of this Committee, have outlined our method of investigation, have analyzed the evidence gathered by the Committee in carrying out its Charge and have stated the conclusions to which the evidence has led us. From these findings and conclusions we make our recommendations.

Each recommendation is concerned with some aspect of the problems of segregation and racial/ethnic imbalance. Each is based upon evidence which we have found and conclusions we have reached. Where the evidence discloses hard facts and leads to hard conclusions, we have assumed the Board wants recommendations for programs and action to match. We make our recommendations within this frame of reference.

Many of the proposals relate to the adoption and implementation of official District policies and practices which we believe will alleviate some of the deleterious effects of racial/ethnic imbalance. As with programs of compensatory education, these are necessary to overcome the handicaps visited upon children by reason of the segregated and deprived environment in which they live and under which they have been educated.

Dealing with effects only does not solve the problem. So long as the fact of racial/ethnic imbalance exists, these effects can be expected to continue. It is necessary to make a vigorous assault upon the fact of segregation itself. It is important to give attention to the correction of basic causes. It is imperative that planning by the District deal specifically with segregation and imbalances in the schools. It should not be limited merely to programs and activities designed to alleviate the adverse effects

of segregation and imbalance. This will only soften the blows to the children.

Therefore, the recommendations we make, in addition to dealing with such adverse effects, include specific proposals to begin reducing imbalance immediately. Meeting the problems of today may not answer the problems of tomorrow. There must be planning for the future to "avoid" segregation and imbalance. We therefore include further recommendations for the immediate start of long-range, in-depth planning by the school within its own area of responsibility (as well as with the community) for purposes of making comprehensive corrective assaults upon what has been properly described as the most serious problem of today's society.

These recommendations are made to the end that both racial/ethnic imbalance and its damaging effects upon children and their right to equal educational opportunities may be eliminated now and for generations to come.

RECOMMENDATIONS OF THE CITIZENS COMMITTEE ON EQUAL EDUCATIONAL OPPORTUNITIES TO THE BOARD OF EDUCATION, SAN DIEGO CITY SCHOOLS,

WE RECOMMEND THAT:

I. In recognition of the adverse effects of de facto segregation, the District take affirmative action adopting a public policy statement which recognizes the current imbalance and which commits the District to the correction of this imbalance by all reasonable means.

II. Definite affirmative action be taken by the School Board and the Administration to reduce existing imbalances and prevent further imbalance.

III. All Federal, State, and other non-District funds which may be available for the purpose of aiding in desegregation projects be actively solicited and effectively used.

IV. Funds be acquired or appropriated for the purpose of financing an independent study of achievement and ability test results in the San Diego schools in an attempt to measure this dimension of ethnic imbalance upon educational opportunity.

V. Long-range plans be devised and steps immediately taken for improving racial/ethnic balance at both the elementary and secondary school levels in the San Diego Unified School District; that proposals which the Committee has examined and which appear feasible are:

A. Beginning without delay a program for reducing racial/ethnic imbalance in elementary schools and an initial experimental program involving the pairing of elementary schools in the areas of the highest concentration of minority groups with schools in the areas of the lowest concentration of minority groups.

B. Reorganizing six secondary schools to achieve a better racial/ethnic balance, it is proposed that a boundary line be drawn north and south, dividing the existing high school districts of Hoover, Crawford and Lincoln into two zones, an East and a West. (Details for this proposal are found on pages 44 - 45)

C. Improving racial balance at Memorial Junior High.

1. Plans which would achieve this objective are:

a. Pairing Memorial and Roosevelt Junior High Schools.

(Roosevelt serving as a 7-8 Grade)
(school;Memorial, as a 9th Grade)
(school.)

b. Modifying boundaries between Memorial and Roosevelt Junior High Schools.

(As noted in "B" above, students)
(in the Memorial district,attend-)
(ing Lincoln, will be included in)
(the secondary pairing proposal.)

c. Rebuilding Memorial Junior High School at a site removed from the heart of the Negro ghetto.

D. Any alternative means which may be devised for correcting these racial/ethnic imbalances at the secondary level should achieve no less than the plans presented above. The effects of implementing any alternative plans, which meet the desired objective, should rest equitably upon all students involved.

VI. As a possible total solution to the problem of racial/ethnic imbalance, plans be immediately promulgated for education parks, embodying model or demonstration school complexes to be built in conformity with the requirements of and using whatever assistance is available from federal and state funds.

VII. No school be built nor attendance area established which would violate the California Administrative Code, Title V, 2011.

A. Bell Junior High School be built only if a plan is devised which will not contribute to racial/ethnic imbalance at either O'Farrell or Bell Junior High Schools.

1. One plan which appears to be feasible is the pairing of Bell and O'Farrell as 7th and 8th Grade schools with the 9th Grade attending Morse Senior High School.

2. An alternative to building Bell appears to be enlarging O'Farrell.

B. Construction of a new high school to serve in the northeast section of the District is necessary and racial/ethnic balance should be a major factor in determining the location of any such new school.

VIII. The boundary line between Central and Hamilton Elementary Schools be modified in a manner to provide a more nearly equal distribution of Negro students in these two schools.

IX. Optional zones which have the principal effect of fostering racial/ethnic imbalance be eliminated and no additional zones of this type be created.

X. Should the District decide to close Fremont Elementary School, Fremont students attend Grant Elementary School.

XI. Racial/ethnic balance be a major objective in designing the summer school program; special courses be offered at various elementary, junior high and senior high schools, to the end that summer school students of all racial and ethnic backgrounds attend schools throughout the District.

XII. The District establish in September, 1966, as a valid basis for student transfer, the contribution of such transfer to the racial/ethnic balance of the District. There should be freedom to transfer if such transfer improves the racial/ethnic balance in the receiving school.

XIII. In September, 1966, a more comprehensive intergroup education program be implemented; in September, 1966, the District develop continuing comprehensive and effective intergroup educational programs which will enable the community, school personnel, and students to work cooperatively to correct racial/ethnic imbalance and to promote equality of educational opportunities. To this end, we recommend that:

A. Programs be developed in which the community, teachers and students of all ethnic and racial backgrounds are given the opportunity to share social and educational experiences.

B. Programs be developed to foster understanding, respect, and acceptance within the community for individuals of different ethnic and racial backgrounds.

C. Teacher exchanges; student exchanges; school visitations; teacher and administrator participation in PTA, home visitations and community activities; and other shared social and educational experiences be utilized to achieve better intergroup relations.

D. Practices which limit association of students on racial, ethnic or religious bases should not be tolerated in the school system.

XIV. A permanent Citizens' Committee be designated to serve as an advisory agency for continually evaluating the District's

programs for the attainment of this present Committee's recommendations for equal educational opportunities.

XV. Existing intergroup relations training (training which is meant to help sensitize people to the social differences that exist in our society; helping people to understand these differences and to deal with persons of other ethnic groups as individuals, thus avoiding many of the traps, the "stereotypes") be expanded and made mandatory for all certificated and classified personnel and administrators of the District.

XVI. Local teacher-training institutions be urged to incorporate intergroup relations courses in their required curriculum and the Board of Education initiate the consideration of such courses in all teacher-training institutions in California.

XVII. For the purpose of avoiding, insofar as practicable, racial and ethnic imbalance on the staff of any of the schools, the District:

A. In making assignments and in granting transfers, take into account the effect of such action on racial balance of the staffs of both present and any proposed schools.

B. The administration create a climate of employment in which administrators and regular teachers would

be encouraged to volunteer to accept reassignment in the best educational interest of the District.

C. Assignment of probationary teachers be equalized throughout the San Diego Unified School District.

XVIII. Intensive recruitment be extended throughout the United States to increase the number of qualified applicants from minority groups for teaching and administrative positions.

XIX. Accelerated efforts be made to increase the representation of qualified minority group personnel in classified positions.

XX. Statistical records (based on visual inspection) be kept:

A. Of the racial and ethnic origin of the number of applicants for employment who are (1) Anglo-Caucasian, (2) Mexican-American, (3) Negro, (4) Oriental, and (5) other.

B. So that objective evaluation can be made of each of the selection procedures, the following records be kept of the numbers of each racial/ethnic group who:

1. Among classified applicants,
   a. passed the written examination,
   b. qualified in the interviews,
   c. were subsequently hired.

2. Among certificated applicants,
   a. were interviewed,
   b. were placed (permanent and probationary).

XXI. The District review all examinations for classified employment and, as necessary, revise them in order that persons who are qualified to perform the duties of a position, but are otherwise academically-limited, may become employees of the District; institute apprenticeship-type and in-service training for academically-limited employees.

XXII. In the selection and retention of teachers and administrators, the District include among its criteria the attitudes and capacities which enable the teacher and the administrator to relate to students of all racial and ethnic backgrounds without prejudice or discrimination.

XXIII. Provide regular textbooks and supplementary materials on all grade levels which include factual data on racial/ethnic contributions to world civilization and to American society. Procedures and curriculum guides be developed to insure such materials are taught.

XXIV. The District design special programs for use in the 6th Grade Annual Camp to provide integrated experiences and shared activities.

XXV. Textbooks and visual aids be used which depict minority groups in other than distorted or stereotyped roles. Educational television be utilized to show racial/ethnic group participation in American society.

XXVI. Publishers of books and suppliers of materials be required to conform to Recommendations 23, 24 and 25.

XXVII. Minority group youngsters be included in Work-Experience Programs and that any potential employer discriminating against minorities not be used as a resource.

XXVIII. Any apprenticeship programs which discriminate against minority groups be dropped from the curriculum.

XXIX. "Bridging" classes be established in a centralized school to prepare for admission to advanced courses the following categories of students:

A. Those whose test scores do not qualify them for inclusion but whose performance in regular classes has alerted the teachers to their potential.

B. Those whose test scores qualify them for inclusion but whose school experience has not prepared them to keep pace in these classes.

C. Those students excluded by reasons incidental to transfer.

XXX. The District implement a policy by which teachers make an intensive effort to identify those students who could profit from these "bridging" classes.

XXXI. A re-evaluation be made at the end of the first grading period (or as soon as their records are available) for students transferring into the system and programmed without knowledge of their records.

XXXII. Pending implementation of programs to reduce imbalance and without increasing racial/ethnic imbalance or class sizes in other schools, top priority be given to the substantial reduction of class size in those schools presently having a high degree of racial/ethnic imbalance.

XXXIII. Immediate attention be given to the correction of specific weaknesses identified in the body of this Report on pages 90 - 96.

XXXIV. Reports be prepared periodically presenting in factual detail the adequacy of the facilities of the minority group imbalanced schools and that these reports be furnished to District staff members and made available to the public.

XXXV. Counseling service be professionalized:

A. Personnel performing the counseling function should qualify under State requirements;

B. The counseling function be divorced from disciplinary functions;

C. Counseling service include employment counseling for terminal students;

D. Counseling be expanded to better meet the personal, social and education needs of the student.

XXXVI. Additional clerical assistance be provided counselors.

XXXVII. Each disciplinary referral be accompanied by a written factual description of the behavior upon which it is based; the school authority receiving the referral make a written record of the offender's description (if any) of the occurrence.

XXXVIII. An independent group of Health Education experts be appointed to investigate and evaluate the nursing and health services facilities in those areas having a high degree of minority racial/ethnic imbalance. This group should also examine the need for morning food supplements or breakfast programs for children in these areas.

XXXIX. In implementing Recommendations 5-A, 5-B and 12 or any alternate programs contributing to both equal educational opportunity and racial/ethnic balance, the District give adequate attention to aiding in the transportation of those students participating in any such programs.

FINDINGS FROM AN ANALYSIS OF THE LAW

The Legal Subcommittee first analyzed the considerations which determine the weight to be attached to a court decision. It next reviewed the principal cases involving problems of de facto segregation. It found that:

> It appears, therefore, that there is a considerable gap between (1) what the school board can be forced to do with respect to reducing de facto segregation, and (2) what it may do if it decides to, in the name of reducing de facto segregation. It is therefore clearly not enough for those demanding action of the School Board to show simply that de facto segregation exists. The School Board is entitled, in determining its course of action, to consider other educational factors. If it decides in good faith that these other factors outweigh possible benefits to be derived from certain integration plans, it may refuse to adopt these plans.
>
> On the other hand, the Board may be assured that whatever plan it does adopt to alleviate racial imbalance in the schools, no matter how novel or untried, and no matter how conflicting with traditional attendance rules, will withstand attack in the courts by disgruntled parents, provided only that it is adopted in good faith for the indicated purpose, and is a logical and reasonable approach to the problem.

The Committee accepted the Legal Subcommittee Report and, with the concurrence of the Legal Subcommittee, appended to the action a further recommendation of the Citizens Committee as a whole:

The Committee earnestly recommends that the Board of Education take into its considerations a quickening trend of court decisions, a trend that renders the Constitutional mandate of "equal protection of the law" a positive mandate. The trend is to require that governmental agencies take steps to correct inequalities such as arise in racially imbalanced schools. If we in San Diego do not act now, we may shortly be confronted with the legal necessity of acting.

Especially, this Committee urges that the Board be affirmative, thereby awarding to our District and city a role of leadership rather than a role of following and having our guidelines established by court cases and suits. Affirmative, forward-moving action is within the framework of law. San Diego should do something because it should be done. We should not defer action until it has to be done. Action should be taken because it is right, it is what we ought to do, it is in accord with the basic moral tone of our community. San Diego should seize the leadership in avoiding and eliminating imbalance in its schools.

SUMMARY

The Committee's task has been long, arduous and challenging. While we might have preferred spending less time and exerting less effort over these several months, none of us who has participated throughout the long process would want to surrender the opportunity presented to us by the Board of Education of sharing in this important task. We only hope our labors accomplish for the Board what it intended and hoped for when it created the Committee and defined its scope.

This is a lay committee. It was not composed of educational experts. Some on the Committee had experience in the field of education. For that reason they were helpful to the others in understanding the language and practices of schools. They were not appointed as experts, however, and did not pretend to serve as such. Expert assistance was secured through consultations with other educational specialists.

To many, a study of educational structure, policies and practices by a Committee of lay citizens would not achieve sufficient comprehension of educational problems to make adequate evaluations and reliable recommendations for change and improvement. There is much validity to this point of view. It would most certainly be true of a study relating primarily to educational theory and practice. Where, however, the problem under scrutiny is the effect of educational policies and practices upon the community or any part of it, laymen may be at least as well-suited for such a study as the professional educator whose policies and practices are the subject of review. This Committee was called upon to examine the extent to which San Diego Schools are segregated and out of racial balance. This does not require educational experts. We were called upon to determine the consequences of any imbalance

upon the quality of education received by the children and to its effects upon the children. Not being a part of the educational system or the profession whose practices are under scrutiny, a lay committee may have a greater capacity for objectivity. As a cross-section of the community, such a committee may better reflect the interests and requirements of society as a whole in the product of an educational system, and the extent to which it has met one of its most crucial responsibilities. Avoiding and eliminating imbalance and alleviating its bad effects is a challenge which has only recently been recognized. There are few who can be said to be experts. It may demand new and untried approaches. It may require the capacity to be willing to re-evaluate a whole system if necessary. In this frame of reference, a Citizens Committee of laymen from many areas, occupations, professions, affiliations and persuasions has much to offer.

This Report is not designed to be a literary production. We have been concerned more with content than its form. The problems we faced were problems of substance. Such problems will not be resolved by the style in which we communicate their nature. With a few more months and a more polished brush, we might have painted a clearer picture. We hope only that by this report we have communicated the seriousness of our findings and the urgency to action.

We did not discuss the legal aspects of segregation and racial imbalance at length in the report. Our Legal Subcommittee prepared an analysis of the law which is separately available. We have not found that there is any precise approach to the problems which is legally required of the Board. We do not suggest that our recommendations are the only practical avenues open to the Board. Nor do we say that the specific proposals made by us are the only ones which would meet the Board's legal obligations. The law does not yet say how much imbalance will require action or what that action must be. It is

clear, however, that the law does require attention to segregation and racial imbalance in the schools, for whatever reason it may be caused, if school children are denied their basic rights to equal protection of the law. It will not accept inaction. The extent of the Board of Education's legal obligation may be less than many would consider to be morally just. We believe the evidence of racial imbalance which we have found to exist in San Diego and its schools is of sufficient magnitude that any action by the Board which ignores segregation and imbalance itself and deals only with its adverse effects, through compensatory education or otherwise, will not meet either its moral or legal obligations.

We have concluded that there is a serious condition of racial/ethnic imbalance in the school system of San Diego. We have concluded that it is rapidly getting worse. We have concluded that this condition of imbalance has and will continue to result in the denial of equal educational opportunities to the great majority of minority group children served by the District. We have concluded that at some point it is legally unjust and in a large degree morally unjust.

We feel that where it is within the reasonable capacity of the Board to act, there is no logical or legal justification for delay. It can be safely predicted that if voluntary, carefully conceived attempts are not made now, it will be all too soon that, by external legal compulsion, under more expensive circumstances and with less opportunity for an independent approach, the Board may have to act. The initiative of the Board in having the study made suggests the intent not to delay. We sincerely hope that this Board and the community of San Diego will assume a role of constructive leadership rather than wait to see what others may do.

To many, the Committee's findings of fact will not be new or startling. Most of the facts we have found have been known by others well before this. It is not enough merely to recognize the existence of a fact and a problem if recognition does not impel those in positions of responsibility to responsible action. We have recommended specific proposals which we believe to constitute a formula for responsible action. We contemplate an assault upon segregation and an assault upon its effects. The recommendations to alleviate the deleterious consequences of segregation are not answers to the problem. They are an indictment of it. If there were no imbalance of the nature we have found to exist, many of these proposals would be unnecessary. Therefore, we emphasize again the necessity for reduction and elimination of the basic causes. These are the problems of a society which has allowed a community structure and a school system patterned upon this structure, in which groups of people, contrary to their own wishes and desires, and for racial/ethnic reasons beyond their human control, are impelled to live and be educated within certain limited physical areas of the community, seeing little hope for escape based upon their own abilities, initiative and motivation. The degrading effect of this upon human dignity is manifested in many ways. This Committee has not explored, since it was beyond our scope and time, the problems of poverty, crime, delinquency and health. We are aware, however, that other responsible studies have been made making clear there is a causal relationship between these and a community unjustly out of balance.

We have been told that the schools did not create the problems of imbalance and, since community living patterns are the primary reason for it, the school system cannot be held responsible for its own imbalance and, having no control over population distribution, it cannot be expected to do anything about it. Every other responsible sector within the community can and too often

does take the same sanctuary for inaction. We feel it is the responsibility of all of the community. No part of the community can justly refuse to do what it may have the power to do. The school system is a public institution. It is part of the community. It is responsible for its own capacity to act. It is responsible for leadership where, by reason of any fact or circumstance, its children are being deprived of equal educational opportunities. If this requires assistance and cooperation from other sectors of the community, the schools should be prepared to assume this leadership role. Because of the importance of education to society as a whole, the school system is a logical institution to lead.

Someone must!

Byron F. Lindsley

Chairman
CITIZENS COMMITTEE ON
EQUAL EDUCATIONAL OPPORTUNITIES

San Diego, California

August 10, 1966